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ABSTRACT

This report displays and compares data from four special programs in postsecondary institutions operating in New York State for persons who have been academically and educationally disadvantaged. The programs are College Discovery, Search for Education, Elevation, and Knowledge, the Educational Opportunity Program, and the Higher Education Opportunity Program. Data are supplied on enrollment, student characteristics, campus programs, program staff, programs of study, student achievement, and program financing. The report includes recommendations regarding appropriations, recruitment, admission requirements, enrollment patterns and practices, counseling and student financial aid. (Author/MK)

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NEW YORK STATE PROGRAMS OF POSTSECONDARY OPPORTUNITY 1979-80

An Analysis of Annual Reports of Programs at the City University, the State University and Independent Colleges and Universities, with Recommendations.

UD021821

THE UNIVERSITY OF THE STATE OF NEW YORK
THE STATE EDUCATION DEPARTMENT
ALBANY, NEW YORK 12234

THE EXECUTIVE DEPUTY COMMISSIONER OF EDUCATION

August 4, 1981

Dear Governor Carey:

In accordance with Section 6452 of the Education Law, I am submitting this analysis of the activities of the postsecondary opportunity programs in the public and independent sectors for the 1979-80 academic year. In July 1981, the Regents approved the recommendations in the report and authorized release of the document.

The report makes recommendations regarding appropriations, recruitment, admissions requirements, enrollment patterns and practices, counseling, and student financial aid.

The Regents, in approving this report for transmittal, wish to emphasize the success of postsecondary opportunity programs in enabling high school graduates from backgrounds of severe economic and educational disadvantage to enter and succeed in college and to break the poverty cycle. An important finding in the report is that half of the students in these programs are retained through the senior year or graduate within four years, a rate approaching national norms for all students. As of 1980, over 22,000 students had graduated from opportunity programs. I know you share our pride in their accomplishments.

Sincerely,

Robert J. Maurer
Acting Commissioner

The Honorable Hugh L. Carey
Governor of the State of New York
Executive Chamber
The Capitol
Albany, NY

Enclosure

cc: Chancellor Genrich, Chancellor Kibbee, Chancellor Wharton, Regent Barell, President Paley, President Whalen, Legislative Leadership

THE UNIVERSITY OF THE STATE OF NEW YORK
THE STATE EDUCATION DEPARTMENT
ALBANY, NEW YORK 12230

DEPUTY COMMISSIONER FOR
HIGHER AND PROFESSIONAL EDUCATION

July 6, 1981

ANNUAL REPORT FOR 1979-80 FROM THE
POSTSECONDARY OPPORTUNITY PROGRAMS

To the Commissioner of Education:

The Education Law gives to the Regents a number of oversight responsibilities with regard to the postsecondary opportunity programs. Sections 6451 and 6452 of the Education Law, as added by Chapter 1077 of the laws of 1969, which established the HEOP program, provided for a statewide coordination of the opportunity programs at CUNY, SUNY, and the independent colleges and universities under the aegis of the Board of Regents.

Section 6452, Paragraph 5a, directs that "the trustees of the State University and the City of New York shall furnish to the Regents, and the Director of the Budget, and the Chairman of the Senate Finance Committee and the Chairman of the Assembly Ways and Means Committee, at least annually, a report... of the operations of such programs (EOP, SEEK, and College Discovery)." This section goes on to state that "The Regents shall review such reports, and forward the same, along with their comments and recommendations to the Governor and Legislature..."

Department staff have prepared a report of some 68 pages which provides a comprehensive view of the postsecondary opportunity programs, based on the annual reports of each program. An abstract, including conclusions and recommendations, of the comprehensive report is provided herewith. The complete report is available upon request, as are the individual reports, totaling approximately 1,000 pages.

The abstract and the comprehensive review represent the report for 1979-80. The delay in preparing the report was occasioned by late receipt of reports from The City University of New York.

After approval by the Regents, both the abstract and the comprehensive review will be forwarded to the Governor and the Legislature in accordance with the Education Law.

RECOMMENDATION: I recommend that the Regents take the following action:

VOTED, the Regents approve the recommendations contained in the document entitled New York State Programs of Postsecondary Opportunity, 1979-80 and authorize release of the document.

Respectfully submitted,

Alvin P. Liepheimer
Acting Deputy Commissioner

Approved:

Commissioner of Education

7 81

July 2-81
Date

HP 10.1 and
Attachment

THE UNIVERSITY OF THE STATE OF NEW YORK

Regents of The University (with years when terms expire)

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Executive Deputy Commissioner of Education

Acting Deputy Commissioner for Higher and Professional Education
ALVIN P. LIERHEIMER

Chief, Bureau of Higher Education Opportunity Programs
STEPHEN H. ADOLPHUS

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I FOREWORD

A long-term objective of New York State has been to provide equal access to postsecondary educational opportunity. To meet this objective the State supports special programs in postsecondary institutions for persons who have been academically and educationally disadvantaged. The four separate programs which serve the needs of this target population are College Discovery (CD), Search for Education, Elevation and Knowledge (SEEK), the Educational Opportunity Program (EOP), and the Higher Education Opportunity Program (HEOP).

The first of these programs, College Discovery, was established in the community colleges in New York City in 1964. In 1966, a corollary program, SEEK, was started in the four-year colleges of the City University of New York (CUNY). These two programs are governed by the City University's Board of Trustees. The Office of Special Programs in CUNY has the responsibility for coordinating and supervising the activities of SEEK and College Discovery.

The Educational Opportunity Programs, established in 1967, are a part of the State University of New York (SUNY), which is governed by its own Board of Trustees. These programs serve students in two- and four-year colleges in all areas of the State outside New York City and in the Fashion Institute of Technology within the City. An Office of Special Programs in the University's central administration coordinates and supervises EOP plans, reports and activities.

The Higher Education Opportunity Programs, established in 1969, operate in many independent colleges and universities throughout the State. The State Education Department, acting on behalf of the Board of Regents, makes awards and monitors HEOP in both two- and four-year institutions.

The Board of Regents is directed, under Sections 6451 and 6452 of Education Law, to review plans and reports for all sectors and to make comments and recommendations for improvements in the programs.

This report, which displays and compares data from the 1979-80 annual reports of all sectors, is submitted in compliance with those requirements.

II ABSTRACT

New York State's educational opportunity programs provide services which help economically and educationally disadvantaged persons to enroll and succeed in higher education. These programs, Search for Education, Elevation and Knowledge (SEEK), College Discovery (CD), the Educational Opportunity Program (EOP), and the Higher Education Opportunity Program (HEOP), help disadvantaged students acquire degrees by permitting extra time for completion of requirements, and by providing financial assistance and special supportive services, such as pre-freshman summer work, remedial courses, tutoring and counseling.

During 1979-80 the total appropriation for opportunity programs was $25,162,600. Total State appropriations for opportunity programs have fluctuated since 1977-78 because of changes in the State-City share of SEEK funding. Overall, the level of State appropriations for the opportunity programs, excluding SEEK, decreased by four percentage points during this period.

Total actual expenditures from a combination of State, institutional, and federal and other sources were $123,464,979 in 1979-80. Of total expenditures, the State provided 22 percent, the institutions 16 percent, and Federal and other sources 62 percent. Since 1978-79 the State's share of expenditures, including opportunity program funds and financial assistance to students through the Tuition Assistance Program (TAP) remained about the same. The institutional portion of expenditures decreased by five percentage points and the Federal and other increased by five percentage points.

The State's opportunity program appropriation was intended to serve a projected enrollment of 31,261 students in 1979-80. This authorized enrollment represented a decrease of about two percent compared to 1978-79. The actual headcount enrollment for all programs was 35,208 in 1979-80. The headcount enrollment equalled a full-time equivalent enrollment of 29,644.3. Compared to the previous year the full-time equivalent enrollment decreased by two percent. HEOP was the only program in which full-time equivalent enrollment exceeded the authorized enrollment in both 1978-79 and 1979-80.

Of the 35,208 persons enrolled in 1979-80, 14,581 were freshmen. Between 1978-79 and 1979-80 the overall degree of academic underachievement of entering students did not change significantly. Opportunity students continued to be severely academically disadvantaged by all commonly used indicators of high school performance. In 1979-80 almost 88 percent of the freshmen with diplomas had high school averages below 80. Over 65 percent of those with a high school quintile ranking were in the three lower quintiles and 17 percent were in the lowest quintile. Twenty-two percent of the first year students had an equivalency diploma or no diploma.

Over half of the entering students in 1979-80 had family incomes below $5,920, the lowest income category of the opportunity program eligibility scale, and about 97 percent had family incomes below $12,870.

The opportunity programs continued to serve large numbers of students from groups traditionally underrepresented in higher education. About 51 percent of the students in opportunity programs were black and 25 percent were Spanish-surnamed. During the past several years the number of black students has been declining while the number of Spanish-surnamed students has been increasing slightly. Since 1976-77, the proportion of black students decreased by four percent while Spanish-surnamed students increased by three percent.

In 1979-80 the City University programs, SEEK and College Discovery, had the largest percentage of Spanish-surnamed students, while HEOP served the highest proportion of black students.

Approximately 57 percent of all enrollees were women in 1979-80. This percentage represents an increase over the previous year but a three percent decrease compared to 1976-77.

Although the percentage of male opportunity students has increased, the number of black male students as a percent of total students remained about the same--21 percent in 1979-80. As in 1978-79 the City University opportunity programs had the lowest proportion of black male students.

In 1979-80, approximately 55 percent of opportunity students were at least 21 years of age. Overall the number of older students has been declining steadily since 1975-76. The concentration of these older students ranged from a high of 68 percent in EOP community colleges to 47 percent in College Discovery.

The programs provided structured supportive services including a full range of remedial, developmental and supportive (RDS) courses, tutoring and counseling. During 1979-80, approximately 3,000 summer, fall and spring RDS course selections were offered in opportunity programs. Language arts, mathematics, and physical science courses predominated among RDS selections. The average number of tutoring hours received by opportunity students in 1979-80 was 18, the same as in the two previous years. Some form of counseling was provided to 96 percent of opportunity program students. HEOP provided the largest number of both tutoring and counseling hours per student.

Achievement measures for college students are grade point averages, credit accumulation, retention, cohort survival, and graduation rates. During 1979-80 about 54 percent of all students had passing grades of 2.0 or above, one percent less than in 1978-79 and four percent below 1976-77. HEOP four-year colleges and EOP at State-operated colleges had the highest proportions of students with passing grades.

On the average, opportunity students enrolled in 1979-80 had attempted 45 credits and completed 35 credits during their college careers, producing a course completion rate of 78 percent. The average one year retention rate, excluding transfers and graduates, was 74 percent in 1979-80. This represents a decrease of one percentage point since 1978-79 and five percentage points since 1976-77. Of the students who left the program before graduation, 40 percent were academically dismissed in 1979-80. In all programs except SEEK, financial, medical, and personal problems constituted the largest category of reasons for students leaving prior to graduation.

An examination of cohort survival of the 1976-77 entering classes in each of the four-year opportunity programs shows that about 50 percent of the students had graduated, or were still enrolled after four years. Cohort survival equalled 72 percent in HEOP, 50 percent in EOP State-operated colleges and 37 percent in SEEK.

In 1979-80, the addition of 2,410 new graduates brought the total of opportunity program graduates to over 22,000 students.

Summary of Recommendations

Recommendation 1: City University should analyze the pattern of continuing underenrollments in its opportunity programs and report on its findings in its next annual report.

Recommendation 2: Because students first admitted in spring to these programs generally exhibit much greater tendencies to drop out, institutions should work to build into their programs sufficient special services to attend to the needs of these students, equivalent in nature to summer and fall orientation programs. If this is not possible, policies regarding admission of first-time freshmen in the spring should be reviewed.

Recommendation 3: The City University should consider waiving the absolute requirement of a regular or equivalency diploma for admission to the opportunity programs, especially for older students who otherwise show potential for success.

Recommendation 4: All of the programs should devote increased efforts to recruiting and serving Hispanic students, who remain farthest from proportional representation in the undergraduate population.

Recommendation 5: There still remains a problem of male underrepresentation in all the opportunity programs, especially among blacks. Programs are urged to continue efforts to rectify this imbalance.

Recommendation 6: The Regents continue to urge improving the student:counselor ratio in the State and City University opportunity programs.

Recommendation 7: Opportunity programs should examine ways of tracking students who "stop out" for a period of time, so as to make "attrition" statistics as accurate as possible.

Recommendation 8: The City University should reconsider its current policies with respect to the administration of campus-based federal aid to students in the special opportunity programs.

Recommendation 9: Opportunity program appropriations in all sectors should be tied to the projected amount of student unmet need, after all financial aid sources are taken into account including work, loans and savings.

Recommendation 10: Opportunity program appropriations in all sectors should be linked to annual rates of inflation insofar as they pay for personnel and programmatic activities, such as tutoring and travel.

III ENROLLMENTS

Enrollment Size

When the State Legislature appropriates funds for opportunity programs, it projects and authorizes the maximum number of students each program may serve.

Table 1 displays the changes in authorized enrollments for each program between 1975-76 and 1979-80. During that period the total for all programs combined decreased by four percent from 32,700 to 31,261. HEOP is the only program which shows a net increase. The total authorized opportunity program enrollments were 30,653 for 1980-81 and 31,189 for 1981-82.

HEOP continued to have a relatively low enrollment compared to the total number of students enrolled in the State's independent colleges. In 1979-80, although independent and proprietary college enrollment accounted for 40 percent of statewide undergraduate full-time enrollment, HEOP equalled only 18 percent of the opportunity program enrollment. Enrollment in the State University was 39 percent of the State's total undergraduate enrollment, compared to an approved EOP enrollment of 33 percent of opportunity program enrollment. City University enrollment was 20 percent of statewide undergraduate enrollment while SEEK and College Discovery combined had 47 percent of all students in opportunity programs.

Table 1

Opportunity Program Enrollment, 1975-76 to 1979-80

	Authorized Enrollment in					Difference	Percent Growth
	1975-76	1976-77	1977-78	1978-79	1979-80	1975-76 to 1979-80	Rate
SEEK	11,400	10,600	10,200	10,500	10,500	-900	-7.9
HEOP	5,300	5,300	5,563	5,563	5,561	+261	+4.9
EOP-State	7,800	7,800	7,800	7,800	7,400	-400	-5.1
EOP Community Colleges	3,300	3,400	3,400	3,400	3,000	-300	-9.1
College Discovery	4,900	4,100	4,600	4,600	4,800	-100	-2.0
TOTALS For All Programs	32,700	31,200	31,563	31,863	31,261	-1,439	-4.4

Tables 2 and 3 show that the greatest decreases in authorized enrollments during 1979-80 were in SEEK and EOP community colleges. These reductions resulted from continuing substantial underenrollment in these programs. In both 1978-79 and 1979-80 SEEK and EOP community colleges had the greatest underenrollment among opportunity programs. In 1979-80 enrollments were 10 percent below the projected number in both programs. HEOP was the only program in which enrollment exceeded

the projected amount in both 1978-79 and 1979-80. During these two years the average rate of underenrollment for all programs was five percent.

Recommendation 1: City University should analyze the pattern of continuing underenrollments in its opportunity programs and report on its findings in its next annual report.

Table 2

Projected Enrollment Versus Actual Enrollment
in Opportunity Programs, 1978-79

	Projected Enrollment	Actual Enrollment	Difference	Percent Difference
SEEK	10,500	9,774[1]	-726	-6.9
HEOP	5,563	5,817.7[2]	+254.7	+4.6
EOP State	7,800	7,179.7[2]	-620.3	-8.0
Comm. Colleges	3,400	2,723.5[2]	-676.5	-19.9
College Discovery	4,600	4,682[1]	+82	+1.8
TOTAL	31,863	30,176.9	-1.686.1	-5.3

[1]Average of Fall and Spring enrollments as reported in 1978-79 CUNY Data Book.
[2]Full-Time Equivalent enrollment.

Table 3

Projected Enrollment Versus Actual Enrollment
in Opportunity Programs, 1979-80

	Projected Enrollment	Actual Enrollment	Difference	Difference
SEEK	10,500	9,248.5[1]	-1,251.5	-11.9
HEOP	5,561	5,891.1[2]	+330.1	+5.9
EOP State	7,400	7,262.6[2]	-137.4	-1.9
Comm. Colleges	3,000	2,636.6[2]	-363.4	-12.1
College Discovery	4,800	4,605.5[1]	-194.5	-4.1
TOTAL	31,261	29,644.3	-1,616.7	-5.2

[1]Average of Fall and Spring Enrollments as reported in 1979-80 SEEK and College Discovery Annual Reports.
[2]Full-Time Equivalent Enrollment.

The actual enrollment, which consisted of the averages of fall and spring headcount enrollments for the CUNY programs and full-time equivalent enrollments for the other opportunity programs, was 29,644.3 in 1979-80, about two percent less than in the previous year.

Enrollment Patterns

Tables 4 and 5 show student enrollment in the fall, spring, and summer sessions. In HEOP a small number of students (fewer than 350 in 1979-80) also attended a winter session. With the introduction of prefreshman summer programs in EOP, 1979-80 became the first year in which each of the opportunity programs had summer programs. HEOP had the highest proportion of students enrolled during the summer as a result of its longstanding policy of actively encouraging entering students to participate in special instructional programs before regular college classes begin. In 1979-80 over 60 percent of the HEOP freshman class participated in the prefreshman summer session. It is anticipated that similar proportions will be reflected at CUNY and SUNY as increased appropriations are made available for prefreshman summer programs in SEEK, College Discovery, and EOP.

Table 4

Headcount Enrollment by Term, 1978-79

	Summer	Fall	Spring	Summer as Percent of Fall Enrollment
SEEK[1]	1,549	10,047	9,500	15.4
HEOP	1,966	6,078	5,667	32.3
EOP State Comm. Colleges	- -	7,406 2,922	6,967 2,693	- -
College Discovery[1]	454	4,614	4,750	9.8
TOTAL	3,969	31,067	29,577	12.8

[1]SEEK and College Discovery Fall and Spring enrollments are from the 1978-79 CUNY Data Book; summer enrollments are from the 1978-79 Annual Report for the SEEK and College Discovery Programs.

Table 5

Headcount Enrollment by Term, 1979-80

	Summer	Fall	Spring	Summer as Percent of Fall Enrollment
SEEK	1,374	9,306	9,191	14.8
HEOP	1,874	6,179	5,688	30.3
EOP State	138	7,492	7,090	1.8
Comm. Colleges	375	2,855	2,693	13.1
College Discovery	565	4,744	4,467	11.9
TOTAL	4,326	30,576	29,129	14.1

In each opportunity program, fall is the period with the highest enrollment. Tables 6 and 7 show the change in enrollments from fall to spring. The average decrease in enrollments during the spring was five percent. This decline in enrollment resulted from attrition and graduations following the fall session.

HEOP had one of the highest decreases in enrollment between the fall and spring semesters. This situation was partially a result of a policy which discourages filling an enrollment gap by admitting sizable numbers of students in the spring semester. Normally, it is less desirable to admit large numbers of students in the spring since these students do not have the benefit of attending a prefreshmen summer program, unless strong alternative programming is available.

Figures for 1977-78 entering cohorts show that 63.9 percent of EOP students who first entered in fall were still in attendance two full years later, but only 57.4 percent of spring admits were still in attendance. For HEOP, the comparable figures are 85.3 percent and 53.8 percent. For all opportunity students in four-year programs, the figures are 56.5 percent and 48 percent.

Recommendation 2: Because students first admitted in the spring to these programs generally exhibit much greater tendencies to drop out, institutions should work to build into their programs sufficient special services to attend to the needs of these students, equivalent in nature to summer and fall orientation programs. If this is not possible, policies regarding admission of first-time freshmen in the spring should be reviewed.

Table 6

Comparison of Fall and Spring Enrollments, 1978-79

	Change in Enrollment Fall to Spring	Percent Change
SEEK	-547	-5.4
HEOP	-411	-6.8
EOP-State	-439	-5.9
EOP-Comm. Colleges	-229	-7.8
College Discovery	+136	+2.9
Net Spring Decrease	-1,490	-4.8

Table 7

Comparison of Fall and Spring Enrollments, 1979-80

	Change in Enrollment Fall to Spring	Percent Change
SEEK	-115	-1.2
HEOP	-491	-7.9
EOP-State	-402	-5.4
EOP-Comm. Colleges	-162	-5.7
College Discovery	-277	-5.8
Net Spring Decrease	-1,447	-4.7

IV STUDENT CHARACTERISTICS

Students who participate in opportunity programs must be both economically and educationally disadvantaged. Periodically, the Board of Regents reviews and adjusts the economic and academic criteria used to determine student eligibility.

Economic

The basis for determining economic disadvantage is a family income scale, adjusted for the number of household members, for the year prior to the student's first attending college. Table 8 displays the economic eligibility scale in effect during 1979-80.

Table 8

Economic Eligibility Criteria for Opportunity Programs
For Entering Students, 1979-80

Number of Members in Household (including Head of Household)	Gross Annual Family Income for Calendar Year Prior to Year of Entry[1]
1	$ 4,780
2	5,920
3	7,540
4	9,050
5	10,440
6	11,710
7	12,870
8	13,920
9	14,850
10	15,660

[1]Add $1,000 for families with two workers or with one worker who is sole support of a one-parent family. The gross family income scale may also be raised by $1,000 for each additional member of the household who is attending a postsecondary institution on at least a half-time basis.

In calculating total family income the student's income is not included unless the student is the head of the household or the second worker supporting the household.

The economic guidelines apply at the time of the student's admission to the program. The student must provide verification of his/her economic eligibility by supplying a copy of Federal and other official documentation as applicable. If a student's income or his/her parents' income rises in subsequent years, the student may continue to receive program services, but the amount of financial aid must be recomputed and reduced by expected parental contibution.

Fifteen percent of the students admitted to opportunity programs may be from families whose incomes exceed the family scale, if they can demonstrate serious mismanagement of the family's income with little accuring to their educational needs or, certain other extenuating circumstances. These circumstances must be documented by written statements from reliable disinteresed persons. These students, like all opportunity program students, must have been historically disadvantaged.

Students who are wards of the State or a county, or from families who receive Social Service funds, or live with foster parents and receive no parental aid, do not need to meet the economic criteria to prove their eligibility.

The income eligibility scale has been adjusted for 1980-81, based on a review of changing economic circumstances, to allow for inflation-driven cost of living increases.

Tables 9 and 10 show the percent distribution of entering opportunity students by gross family income for 1979-80. Table 9 gives the data in a gradation scale, while Table 10 presents a cumulative distribution.

The proportion of all entering opportunity students from families with incomes below $12,870 remained constant at about 97 percent. A decrease from 67 percent in 1978-79 to 63 percent in 1979-80 in the number of students from families who had incomes in the lowest categories ranging from 0 to $5,920 is reflective of inflation-driven wages. SEEK and College Discovery had the largest decreases in the percentages of students from families in the two lowest income groups, perhaps because families in large urban areas were more likely to be affected by the inflationary trend.

Any analysis of the family income distribution of entering opportunity students should take into account the fact that these programs are among only a few serving the disadvantaged which use gross rather than net income to determine economic eligibility. Consequently the expendable incomes of the students are considerably lower than the amounts reflected in the distribution tables.

Tab)

Percent Distribution of Entering Opportunity Students by
Gross Family Income, 1979-80

	0-4,780	4,781-5,920	5,921-7,540	7,541-9,050	9,051-10,440	10,441-11,710	11,711-12,870	12,871-13,920	13,921-14,850	Over 14,850
SEEK	45.2	14.6	14.2	8.8	6.4	4.2	2.6	1.1	.8	2.1
HEOP	62.7	5.8	11.0	7.1	5.0	4.0	2.0	.7	.5	1.1
EOP State	48.3	10.7	13.3	9.2	6.7	4.9	2.1	1.9	1.0	1.9
Community Colleges	66.7	11.0	9.4	6.0	3.9	1.4	.6	.2	.2	.6
College Discovery	47.8	14.4	15.7	7.3	5.5	3.8	2.0	.9	.6	2.0
MEAN	50.6	12.5	13.5	8.0	5.8	3.9	2.1	1.0	.7	1.8

Table 10

Cumulative Percent Distribution of Entering Opportunity Students by
Gross Family Income, 1979-80

	0-4,780	0-9,050	0-12,870	0-Over 12,870
SEEK	45.2	82.8	96.0	100.0
HEOP	62.7	86.5	97.7	100.0
EOP State	48.3	81.5	95.2	100.0
Community Colleges	66.7	93.1	99.0	100.0
College Discovery	47.8	85.2	96.5	100.0
MEAN	50.6	84.7	96.5	100.0

Table 11 presents the distribution of entering opportunity students by the number of persons in the household.

Nearly 50 percent of all opportunity students who entered in 1979-80 were from households of two to four persons. Independent students were approximately 17 percent of all those entering in 1979-80. Although the percent of independent students decreased by four percent over a four year period, the City University SEEK and College Discovery Programs and HEOP had small increases in this category.

Table 11

Percent Distribution of Entering Opportunity Students by Numbers in Household 1975-76 to 1979-80

	Numbers in Household								
	One (independent)			2 - 4			5 +		
	1975-76	1977-78	1979-80	1975-76	1977-78	1979-80	1975-76	1977-78	1979-80
SEEK	9.7	10.5	11.3	50.6	51.4	51.7	39.7	38.1	37.0
HEOP	24.1	22.5	27.0	45.1	43.4	43.6	30.8	34.1	29.4
EOP									
State	25.0	17.9	20.4	40.3	41.8	42.4	34.7	40.3	37.2
Comm. Colleges	34.3	25.5	33.4	40.7	47.9	45.0	25.0	26.6	21.6
College Discovery	10.7	10.8	11.0	53.3	54.7	55.0	36.0	34.5	34.0
MEAN	20.7	15.7	16.8	45.6	48.7	49.4	33.7	35.6	33.8

Academic

Applications for opportunity programs are defined as educationally disadvantaged by EOP and HEOP if they do not qualify for admission to any regular academic program at a particular institution based on normally applied standards, primarily high school performance and college entrance scores. SEEK and College Discovery entering students had to have either a general equivalency diploma, or a high school "admissions average" below 80 percent, or rank in the sixty-fifth or lower quintile of their graduating class. These criteria have been revised by City University beginning with the entering class of 1980-81.

Table 12 displays the percent distribution of entering opportunity students in 1979-80 by three common indicators of high school achievement: high school average, class rank, and type of diploma received. Opportunity program students continued to be severely academically disadvantaged in 1979-80. Almost 88 percent had high school averages below 80 and 66 percent were in the lowest three quintiles of their high school graduating class. Between 1978-79 and 1979-80 the overall degree of academic underachievement of entering students did not change significantly. The number of students with averages below 80, with class ranking in the lower three quintiles, and with non-academic diplomas decreased slightly. However, the percentages with the lowest quintile ranking, no diplomas, and General Equivalency diplomas increased. City University does not admit opportunity students without diplomas.

Recommendation 3: The City University should consider waiving the absolute requirement of a regular or equivalency diploma for admission to the opportunity programs, especially for older students who otherwise show potential for success.

It should be kept in mind that quantitative indicators of high school performance do not always fully express the degree of underpreparedness of entering opportunity program students. Relatively high averages or class ranking from schools where standards and performance levels are low may conceal serious deficiencies in basic educational skills.

Compared to the previous year, the students in the predominantly four-year programs, SEEK, HEOP, and EOP State were somewhat less academically disadvantaged, while the two-year program students in EOP community colleges and College Discovery were more disadvantaged.

An examination of the individual opportunity programs shows that the City University's SEEK and College Discovery programs had the largest percentages of students with averages below 80 and, with the exception of EOP community colleges, the highest percentages with averages below 70. The low high school averages in SEEK and College Discovery must be carefully interpreted since the City University calculates high school averages based on a "college admissions average" which excludes courses judged inappropriate for college entrance requirements. The other opportunity programs include grades from all coursework, including the frequently higher graded electives, in their calculation of high school averages. EOP community college students were the most academically disadvantaged by all measures except high school averages below 80.

Table 12

Summary of Entering Opportunity Students by Academic Preparation
1979-80

	A Below 80% Average	B Below 70% Average	C Lower Three Quintiles	D Lowest Quintile	E Non-Academic Diplomas	F No Diploma	G GED
SEEK	95.6	27.9	NA	NA	NA	-[1]	12.2
HEOP	68.1	15.8	51.2	11.5	21.3	2.9	21.3
EOP State	74.4	12.5	67.2	16.0	23.7	.8	10.9
Community Colleges	91.4	33.6	83.5	27.6	35.7	18.0	25.1
College Discovery	99.2	33.4	NA	NA	NA	-[1]	15.9
MEAN	87.7	24.5	65.7	17.0	25.2	6.2	15.8

A. Percent of entering opportunity students with diplomas with high school averages below 80 percent.
B. Percent of entering opportunity students with diplomas with high school averages below 70 percent.
C. Percent of entering opportunity students with quintile ranking who were in the lower three quintiles.
D. Percent of entering opportunity students with quintile ranking who were in the lowest quintile.
E. Percent of entering opportunity students with diplomas who received non-academic diplomas.
F. Percent of entering opportunity students with no diplomas.
G. Percent of entering opportunity students with General Equivalency Diploma.
NA = Not available.

[1]City University does not admit students without diplomas to opportunity programs.

Nationwide, the average Scholastic Aptitude Test scores, which are another measure of academic achievement, continued to decline in 1980. The score for the average college-bound high school senior dropped from 481 to 466 on the mathematics portion and from 445 to 424 on the verbal portion in the 1973 to 1980 time span.

For opportunity students, only HEOP and EOP collect Scholastic Aptitude Test results; consequently, the presentations in Tables 13 and 14 are for these two programs. Test scores were available for 53 percent of HEOP students and for 27 percent of EOP State enrollees.

Table 13 displays percent distributions of entering opportunity students by mathematics and verbal Scholastic Aptitude Test scores for 1979-80. Table 14 compares the percentages of HEOP and EOP State-operated college students with scores below 380 during the time period from 1972-73 to 1979-80.

Table 14 shows that while the percentages of scores below 380 have fluctuated between 1972-73 and 1979-80, the proportion of students with this low mark has increased overall in both the HEOP and the EOP State programs.

During this period the percentage of HEOP students with scores below 380 increased by over nine percent on the mathematics portion and by 12 percent on the verbal portion. EOP State-operated college students had a 24 percent increase in verbal scores and a 26 percent increase in mathematics scores below 380.

The accessible data showed the national SAT decline in scores as changes in points, while the opportunity program decline in scores was given in percentages of students scoring below 380. There was a 9 to 12 point drop in the national score of the average student compared to a 24 to 26 percentage increase in the number of opportunity students who scored below 380. Figures from both the national and the opportunity program levels reinforce evidence of a downward swing in SAT scores.

Table 13

Percent Distribution of Entering Opportunity
Student by Math and Verbal SAT Scores
1979-80

	Math 560+	440-559	380-439	320-379	260-319	Below 260
HEOP	4.5	22.4	17.5	26.1	23.3	7.1
EOP-State	2.9	15.5	15.4	27.3	26.8	12.1
	Verbal 560+	440-559	380-439	320-379	260-319	Below 260
HEOP	.4	12.5	19.1	29.2	26.4	12.4
EOP-State	.4	9.7	15.1	35.4	27.1	12.2

Table 14

Percent Comparison of Entering Opportunity Students
With Math and Verbal SAT Scores Below 380
1972-73 to 1979-80

	Math Scores Below 380 in:					DIFFERENCE
	1972-73	1976-77	1977-78	1978-79	1979-80	1972-73 to 1979-80
HEOP	47.4	61.3	55.2	54.8	56.5	+ 9.1
EOP-State	39.3	59.7	52.9	62.0	66.2	+26.9
	Verbal Scores Below 380 in:					DIFFERENCE
	1972-73	1976-77	1977-78	1978-79	1979-80	1972-73 to 1979-80
HEOP	55.3	69.9	68.5	68.0	68.0	+12.7
EOP-State	50.1	69.0	60.5	69.0	74.7	+24.6

Ethnic Characteristics

Students from all ethnic groups were served by educational opportunity programs. As shown in Table 15, black and Spanish-surnamed students constituted the largest segments in 1979-80, representing 51 and 25 percent of the total respectively. The number of black students has been declining while the number of Spanish-surnamed students has been increasing by a few percentage points during the past several years. Since 1976-77, the proportion of black students decreased by four percent while Spanish-surnamed students increased by three percent.

Table 15

Percent Distribution of Opportunity Program Students by Ethnicity, 1979-80

	Black	Native American	Oriental	Spanish Surnamed	Sub-Total	White	Other	TOTAL
SEEK	48.6	.5	4.3	36.3	89.7	8.2	2.1	100.0
HEOP	56.7	1.1	3.1	21.7	82.6	16.1	1.3	100.0
EOP State	50.0	.6	2.5	12.9	66.0	28.8	5.1	100.0
Community Colleges	51.7	1.1	.6	13.5	66.9	31.9	1.1	100.0
College Discovery	51.5	.9	2.4	31.1	85.9	13.0	1.1	100.0
Weighted Mean	51.3	.8	2.9	24.8	79.8	17.8	2.4	100.0

HEOP continued to have the highest proportion of black students and SEEK and College Discovery the largest percentages of students with Spanish surnames. EOP State-operated and community college programs had the lowest percentages of these groups enrolled.

Since 1976-77, the percent of Oriental students served by each program has increased slightly, equaling three percent of students in 1979-80.

Table 16 compares actual minority student enrollment, including blacks, Native Americans, Orientals, and Spanish-surnamed students in each of the opportunity programs for four consecutive years. Overall, minority students enrollment remained about the same, with small fluctuations, since 1976-77. During this period minority student participation decreased in SEEK, increased in HEOP and EOP community colleges, and remained essentially the same in EOP State-operated programs and College Discovery.

Between 1976-77 and 1979-80 the number and percent of black students decreased in SEEK and in both EOP programs. College Discovery was the only program in which the number of black students increased in actual terms and in relation to program enrollment. Although black enrollment in HEOP has been fluctuating, the percentage compared to total enrollment has been declining steadily.

During the four-year period the number and percent of Spanish-surnamed students increased in each program except College Discovery which had an increase in actual Spanish-surnamed enrollment but not in relation to the total enrollment in the program.

Table 16

Minority Student Enrollment by Sector
1976-77 to 1979-80

	Black	Native American	Oriental	Spanish Surnamed	Total Headcount Enrollment Minorities	Minority Enrollment as % of Total
SEEK						
Fall '76	7,024	12	184	3,650	10,870	94.7
Fall '77	6,183	11	126	4,473	10,793	94.1
Fall '78	5,914	22	341	3,469	9,746	90.2
Fall '79	5,299	55	469	3,958	9,781	89.7
HEOP						
Fall '76	3,634	66	103	1,265	5,068	81.4
Fall '77	3,865	87	127	1,348	5,427	81.5
Fall '78	4,019	32	176	1,454	5,681	81.7
Fall '79	3,945	77	215	1,510	5,747	82.6
EOP State						
Fall '76	4,393	93	161	1,045	5,692	67.7
Fall '77	4,103	87	219	1,098	5,507	67.0
Fall '78	4,117	65	214	1,030	5,426	65.5
Fall '79	4,209	52	211	1,087	5,559	66.0
EOP Comm. College						
Fall '76	1,988	25	7	290	2,310	63.7
Fall '77	1,875	21	10	367	2,273	64.7
Fall '78	1,911	21	24	348	2,304	62.9
Fall '79	1,806	40	16	472	2,334	66.9
College Discovery						
Fall '76	1,933	8	110	1,475	3,526	86.3
Fall '77	2,285	-	67	1,811	4,163	89.6
Fall '78	2,007	-	42	1,437	3,486	87.1
Fall '79	2,800	49	130	1,691	4,670	85.9
TOTALS						
Fall '76	18,972	204	565	7,725	27,466	81.1
Fall '77	18,311	206	549	9,097	28,163	81.6
Fall '78	17,968	140	797	7,738	26,643	79.1
Fall '79	18,059	273	1,041	8,718	28,091	79.8

Table 17 shows the total statewide black and Hispanic undergraduate enrollment in public and independent colleges in fall 1978. City University had the highest proportion--48 percent--of black and Hispanic students, while State University, with seven percent, had the lowest. Statewide, black and Hispanic undergraduate enrollment increased by two percentage points since fall 1976.

A comparison of the percentages of black and Hispanic persons in the State's population and in undergraduate full-time enrollment reveals that progress has been made toward proportional representation at the undergraduate level. According to the 1980 Census, 14 percent of New York State's population was black while 12

percent of undergrduates were black students. The number of Hispanics equalled ten percent of total population compared to six percent of undergraduate enrollment.

Opportunity programs have played a major role in increasing the representation of black and Hispanic students at the college level. As shown in Table 17, 30 percent of black and 29 percent of Hispanic full-time undergraduate students were opportunity program participants in 1979-80. These percentages have not changed significantly in recent years.

Recommendation 4: All of the programs should devote increased efforts to recruiting and serving Hispanic students, who remain farthest from proportional representation in the undergraduate population.

Table 17

Number and Percent Distribution of Ethnic Groups in Full-Time Undergraduate Enrollment in Public and Independent Colleges[1] Fall 1978

	Black Non-Hispanic		Hispanic		Other	
	Enrollment	Percent	Enrollment	Percent	Enrollment	Percent
Independent	14,729	7.3	7,209	3.6	179,196	89.1
CUNY	34,663	30.7	19,596	17.4	58,675	51.9
SUNY	10,462	5.0	3,106	1.5	193,948	93.5
TOTAL	59,854	11.5	29,911	5.7	431,819	82.8

[1]Fall 1978 "Enrollment Compliance Report," Bureau of Statistical Services New York State Education Department. This information was not collected for Fall 1979.

In the State University the percent of total minority students enrolled in opportunity programs was the same as in 1976-77. Over half of the minority students in State-operated colleges were in EOP, and 38 percent of those in community colleges were opportunity program enrollees.

At the City University about 28 percent of senior college minority students were SEEK enrollees and 18 percent of the minority students at the community colleges were College Discovery participants. These figures represent no change for SEEK since 1978-79 and an increase of four percent for College Discovery.

Minority students in HEOP constituted 22 percent of all undergraduate minority enrollees in independent colleges, the same relationship as in the previous year.

Table 18

Opportunity Program Minority Student Enrollment in 1979-80 Compared to Fall 1978 Full-Time Undergraduate Minority Student Enrollment[1] by Sector

	Black	Hispanic	Other Minority Groups	Total	Opportunity Programs as % of Total Minority Enrollment
CUNY-Senior Colleges	19,912	10,007	4,433	34,352	
SEEK	5,299	3,958	524	9,781	28.5
CUNY-Comm. Colleges	14,751	9,589	1,904	26,244	
College Discovery	2,800	1,691	179	4,670	17.8
SUNY-State Colleges	6,366	1,968	2,190	10,524	
EOP-State	4,209	1,087	263	5,559	52.8
SUNY-Comm. Colleges	4,096	1,138	850	6,084	
EOP-Comm. Colleges	1,806	472	56	2,334	38.4
Independent Colleges	14,729	7,209	4,177	26,115	
HEOP	3,945	1,510	292	5,747	22.0
Total All Colleges	59,854	29,911	13,554	103,319	
Total Oppor. Programs	18,059	8,718	1,314	28,091	27.2
Oppor.Programs as a % of Total Minority Enroll.	30.2	29.1	9.7	27.2	

[1]"Fall 1978 Enrollment Compliance Report," Bureau of Statistical Services, New York State Education Department. This information was not collected for Fall 1979.

Age and Sex

Tables 19 and 20 show the age and sex distribution of opportunity program students in two consecutive years. In 1979-80 approximately 57 percent of all enrollees were women. This percentage represents an increase over the previous year but a decrease compared to 1976-77 and 1977-78.

Among programs, College Discovery continued to have the highest proportion of women--64 percent. EOP State programs had an almost equal distribution of men and women.

Table 19

Percent Distribution of Opportunity Students by Age and Sex
1978-79

	Percent Under 21	Percent 21-25	Percent Above 25	Percent Male	Percent Female
SEEK	NOT	AVAILABLE		45.3	54.7
HEOP	39.0	32.1	28.9	43.6	56.4
EOP State	46.9	36.2	16.9	48.6	51.4
EOP Comm. Colleges	29.9	33.3	36.8	44.9	55.1
College Discovery	55.3	26.1	18.6	33.3	66.7
MEAN	43.2	32.8	24.0	44.3	55.7

Table 20

Percent Distribution of Opportunity Students by Age and Sex
1979-80

	Percent Under 21	Percent 21-25	Percent Above 25	Percent Male	Percent Female
SEEK	46.0	32.3	21.7	41.3	58.7
HEOP	38.6	33.2	28.2	41.7	58.3
EOP State	48.6	36.0	15.4	48.3	51.7
EOP Comm. Colleges	31.7	31.8	36.5	45.3	54.7
College Discovery	53.5	26.3	20.2	36.5	63.5
MEAN	44.9	32.4	22.7	42.7	57.3

Table 21 shows a two year comparison of the percentages of opportunity students who were black males: 22 percent in 1978-79 and 21 percent in 1979-80. The slight decrease in 1979-30 resulted from the averaging in of the low SEEK figure for that year. The City University opportunity programs had the lowest proportion of black male students while EOP and HEOP had the highest. HEOP was the only program which had a small decrease in the percentage of black males.

Recommendation 5: There still remains a problem of male underrepresentation in all the opportunity programs, especially among blacks. Programs are urged to continue efforts to rectify this imbalance.

In 1979-80, approximately 55 percent of opportunity students were at least 21 years of age. Overall the number of older students has been declining steadily since 1975-76. EOP community colleges continued to enroll the highest percentage of older students with 68 percent 21 or over. HEOP had the second largest concentration of students 21 or over--61 percent. College Discovery had the youngest student population with 47 percent under age 21.

Table 21

Black Male Opportunity Students as a
Percent of Total Opportunity Students
1978-79 and 1979-80

	SEEK	HEOP	EOP State	EOP Comm.Colleges	College Discovery	MEAN
1978-79	NA	24.3	22.3	23.2	14.7	21.7
1979-80	18.2	22.9	22.5	24.7	16.6	20.9
Difference	-	-1.4	+.2	+1.5	+1.9	-.8

NA = Not Available

V CAMPUS PROGRAMS

The disparity between the educational skills of the typical opportunity student and the demands of college-level performance requires substantial academic supportive services if students are to have a reasonable chance for success. To meet the challenges of inadequate high school preparation, opportunity programs in public and independent institutions have developed special remedial, developmental and supportive (RDS) courses along with comprehensive programs of tutoring and counseling.

Remedial and developmental instruction, which includes non-credit and credit courses, focuses on improving reading comprehension, verbal expression, writing ability, mathematics and study skills. These courses are generally taught by specialists who are acquainted with the learning problems of disadvantaged students.

Those developmental courses which normally carry credits are introductory courses in specific subject areas combining pre-college and college level material. Although the courses are usually taught by regular college faculty, they often meet more frequently than regular college courses. Tutoring and other forms of direct subject matter reinforcement often accompany these developmental courses.

About 3,000 summer, fall, and spring RDS course sections were offered to opportunity program students during 1979-80. Table 22 shows that language arts courses persisted in strength in HEOP, SEEK, and College Discovery, and increased slightly in EOP. HEOP and EOP had the largest concentration of mathematics and physical science courses. College Discovery offered the lowest percentage of RDS courses in study skills.

The completion rate in RDS courses ranged from 90 percent in HEOP to approximately 50 percent in College Discovery and SEEK.

Table 22

Remedial, Developmental and Supportive Courses
Distribution Among Opportunity Students by Subject Area
1979-80

	SEEK	HEOP	EOP State	EOP Comm. Colleges	College Discovery
RDS Subject Area					
Language Arts	44.9	45.8	30.6	36.3	58.9
Study Skills	10.1	10.5	13.3	8.9	1.5
Math and Physical Sciences	25.1	31.0	32.9	37.0	32.5
Social Science and Others	19.9	12.7	23.2	17.8	7.1
TOTAL	100.0	100.0	100.0	100.0	100.0

Tutoring

Specialized or individualized instruction enables students to master basic skills in an informal, supportive setting. During 1979-80 these services were available to opportunity program students although at a decreased rate compared to the two previous years. Table 23 shows for all programs a decline of over 115,000 hours or 29 percent. Since the total number of students served decreased at a comparable rate, the average number of tutoring hours received remained the same as in 1978-79.

The decline in the number of tutoring hours and students served in SEEK and College Discovery was partially a result of incomplete reporting for these programs. HEOP had the greatest decrease in the average number of tutoring hours per student. The number of students served decreased by seven percent while the number of tutoring hours provided decreased by 16 percent between 1978-79 and 1979-80.

Table 23

Distribution of Tutoring Services to Opportunity Students
1977-78 to 1979-80[1]

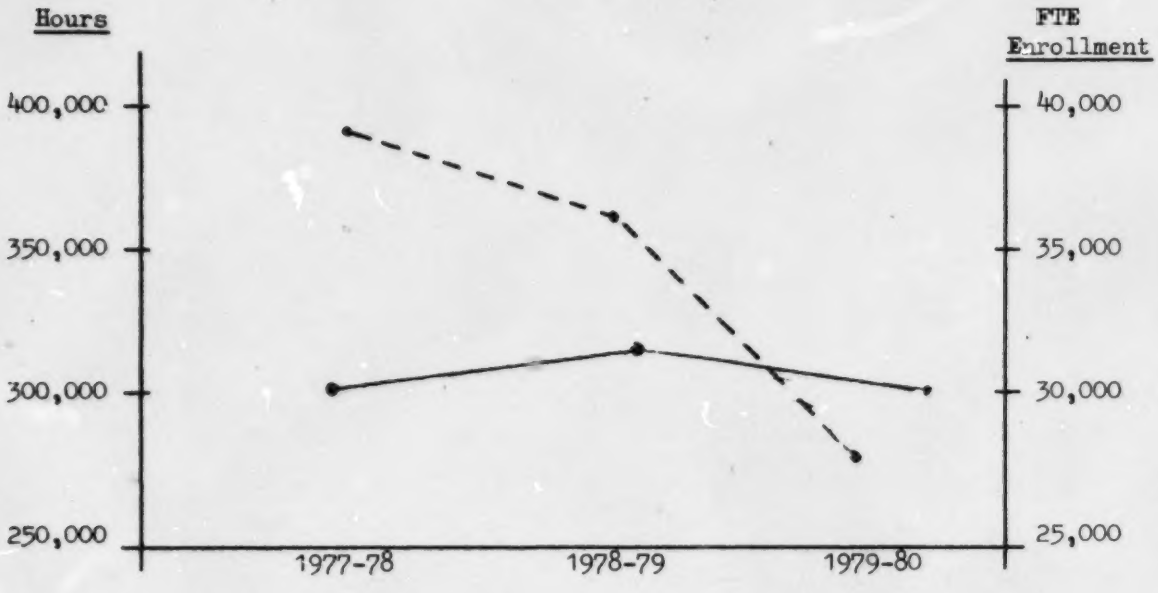
		Tutoring Hours	Total Number of Students Tutored	Average Number of Tutoring Hours
SEEK	1977-78	100,337	NOT	AVAILABLE
	1978-79	94,735	4,236[2]	22.4
	1979-80	66,518	2,440[2]	27.3
HEOP	1977-78	126,313	NOT	AVAILABLE
	1978-79	141,009	3,471	40.6
	1979-80	117,960	5,208	22.7
EOP State	1977-78	107,247	NOT	AVAILABLE
	1978-79	96,906	8,126	11.9
	1979-80	76,369	3,897	19.6
EOP-Comm. Colleges	1977-78	25,806	NOT	AVAILABLE
	1978-79	13,232	3,664	3.6
	1979-80	9,021	2,824	3.2
College Discovery	1977-78	32,996[3]	NOT[3]	AVAILABLE
	1978-79	15,912[3]	579[3]	27.5
	1979-80	7,504[3]	887[3]	8.5
TOTAL	1977-78	392,699	NOT	AVAILABLE
	1978-79	361,794	20,076	18.0
	1979-80	277,372	15,256	18.2

[1] Summer and academic year combined.
[2] Number of students tutored not available for SEEK programs at City, John Jay, York Colleges and College of Staten Island - Upper Division.
[3] College Discovery tutoring information not available from Borough of Manhattan, Hostos and Queensborough Community Colleges and College of Staten Island in 1978-79 and from Borough of Manhattan, Hostos, Medgar Evers, New York City Technical Colleges and College of Staten Island in 1979-80.

Figure 1 shows the rapid decline in tutoring hours available to opportunity program students compared to the full-time equivalent enrollment in the programs. During this period the potential pool of students who wanted or required tutoring remained about the same while the number of tutoring hours available decreased by 29 percent. The decline in tutoring was a direct reflection of decreases in funds available for this purpose.

Figure 1

Comparison of Changes in Tutoring Hours
and Full-Time Equivalent Enrollment
For All Opportunity Programs Combined
1977-78 to 1979-80



Tutors can be professionals, or undergraduate or graduate students who are proficient in their studies. Table 24, which presents the distribution of tutors by level, shows that all programs continued to use undergraduate tutors more than any others. HEOP was the only program which had a small decrease in the percentage of undergraduate and graduate tutors. This trend reflects a recognition that while students are generally an effective and important tutoring source, hiring professionals to tutor upper level students can be more cost efficient.

Table 24

Percent Distribution of Tutors by Level for All Opportunity Programs
1978-79 and 1979-80

Level of Tutor	SEEK		HEOP		EOP-State Operated		EOP Comm. Colleges		College Discovery	
	1978-79	1979-80	1978-79	1979-80	1978-79	1979-80	1978-79	1979-80	1978-79	1979-80
Undergraduate	67.2	66.6	71.9	68.9	79.9	83.6	85.0	83.5	36.4	54.1
Graduate	28.1	32.1	15.3	12.5	13.7	10.4	11.9	6.6	32.2	2.8
Professional & Other	4.7	1.3	12.8	18.6	6.4	6.0	3.1	9.9	31.4	43.1
Paid	98.9	99.5	93.0	93.0	97.9	95.1	90.7	90.1	97.2	83.5
Voluntary	.1	.5	7.0	7.0	2.1	4.9	64.6	9.9	2.8	16.5

Counseling

Because of their disadvantaged backgrounds, many opportunity program students require a wide variety of counseling services to achieve their academic goals. Table 25 displays the counseling services provided by each program in 1979-80.

On the average, 96 percent of the students enrolled in opportunity programs received counseling in 1979-80. The two-year programs, EOP in the community colleges and College Discovery, were the only ones in which fewer than 90 percent of the students received counseling. In these programs, however, the average number of counseling hours increased in relation to the number of students served compared to 1978-79.

In SEEK and HEOP the average counseling hours received per student decreased despite an increase in the total number of hours provided. HEOP provided from 9 to 15 hours more counseling hours per student than the other opportunity programs in 1979-80, reflecting a difference in funding. HEOP funds are made available to support counseling ratios of 1:50, while in SEEK the ratio was 1:89 and in EOP State-operated colleges 1:100 for freshmen and sophomores and 1:150 for juniors and seniors.

Recommendation 6: The Regents continue to urge improving the student: counselor ratio in the State and City University opportunity programs.

Table 25

Distribution of Counseling Services to Opportunity Students
1978-79 and 1979-80[1]

		Counseling Hours	Total Number of Students Served	Aver. Number of Counseling Hours Received	Percent of Total Enrolled Receiving Counseling
SEEK	1978-79	70,760	11,529	6.1	100.0
	1979-80	74,008	14,397	5.1	100.0
HEOP	1978-79	155,823	6,264	24.9	90.1
	1979-80	170,803	8,623	19.8	100.0
EOP State	1978-79	126,159	8,775	14.4	100.0
	1979-80	98,096	9,009	10.9	100.0
EOP Comm. Colleges	1978-79	13,920	3,664	3.8	100.0
	1979-80	18,203	2,749	6.6	78.7
College Discovery	1978-79	15,287	3,917	3.9	83.9
	1979-80	23,222	4,780	4.9	87.9
TOTAL	1978-79	381,949	34,149	11.2	99.7
	1979-80	384,332	39,558	9.7	96.0

[1]Numbers of students tutored can exceed unduplicated headcount enrollments since numbers tutored in the summer and academic year have been combined.

VI PROGRAM STAFF

The opportunity programs employ professional personnel with attitudes and skills which help them to understand and assist students overcome the academic and personal problems they face in a college environment. These specialists include administrators and academic personnel. The administrators are directors, assistant directors, and coordinators of various supportive services. The academic personnel include teachers, counselors, professional tutors and remedial specialists.

Table 26 displays the number of professional staff members in each opportunity program, except College Discovery which did not provide a complete personnel roster, and the average number of students served by each professional. In 1979-80, a full-time equivalent of 693 opportunity program staff members served 25,034 students, resulting in a student-staff ratio of 36:1. Since the previous year the total number of professionals decreased by 17 percent and on average six additional students were served by each staff member. Among programs the student-staff ratio ranged from 23:1 in HEOP to 71:1 in EOP community colleges.

Compared to 1979-80 most programs had a decrease in total staff resulting in higher student-staff ratios. Although total HEOP staff increased slightly, the average number of students per staff remained the same.

EOP State and community college programs and HEOP had decreases in the number of counselors, resulting in a small overall decrease in this category of professionals. The greatest decrease in counselors--32 percent--occurred in EOP State-operated programs. SEEK had a 53 percent decline in the number of teachers and academic specialists. Each of the other programs had an increase in this category.

Table 26

Distribution of Professional Opportunity Staff (FTE)[1] and Comparison of Average Number of Students Served by Staff 1979-80 Academic Year

	SEEK	HEOP	EOP State	EOP Comm. Colleges	College Discovery[2]	TOTALS
Administrators	27.0	104.7	36.0	11.0		178.7
Counselors	96.0	103.8	75.1	13.5	NOT	288.4
Teachers and Academic Specialists	116.0	46.3	50.5	12.9	AVAILABLE	225.7
TOTALS	239.0	254.8	161.6	37.4	-	692.8
Average Number of Students Per Staff	38.7	23.1	44.9	70.5	-	36.1

[1]Full-time equivalent.
[2]College Discovery did not submit a complete professional roster for 1979-80.

Table 27 shows that the staffing of opportunity programs decreased by 731 professionals or over 50 percent since 1972-73. Figure 2 illustrates that during this period of staffing decline the number of full-time equivalent students increased by 27 percent.

The SEEK program experienced the greatest decline in staff members. Total SEEK staff decreased by 771 persons or 76 percent between 1972-73 and 1979-80. A portion of the decrease in SEEK staffing in recent years is the result of changes in budgeting procedures. SEEK instructors have been placed on regular university lines and consequently no longer receive opportunity program support. The only sizable staffing increase occurred in EOP State-operated colleges. The size of the HEOP professional staff remained essentially the same.

Table 27

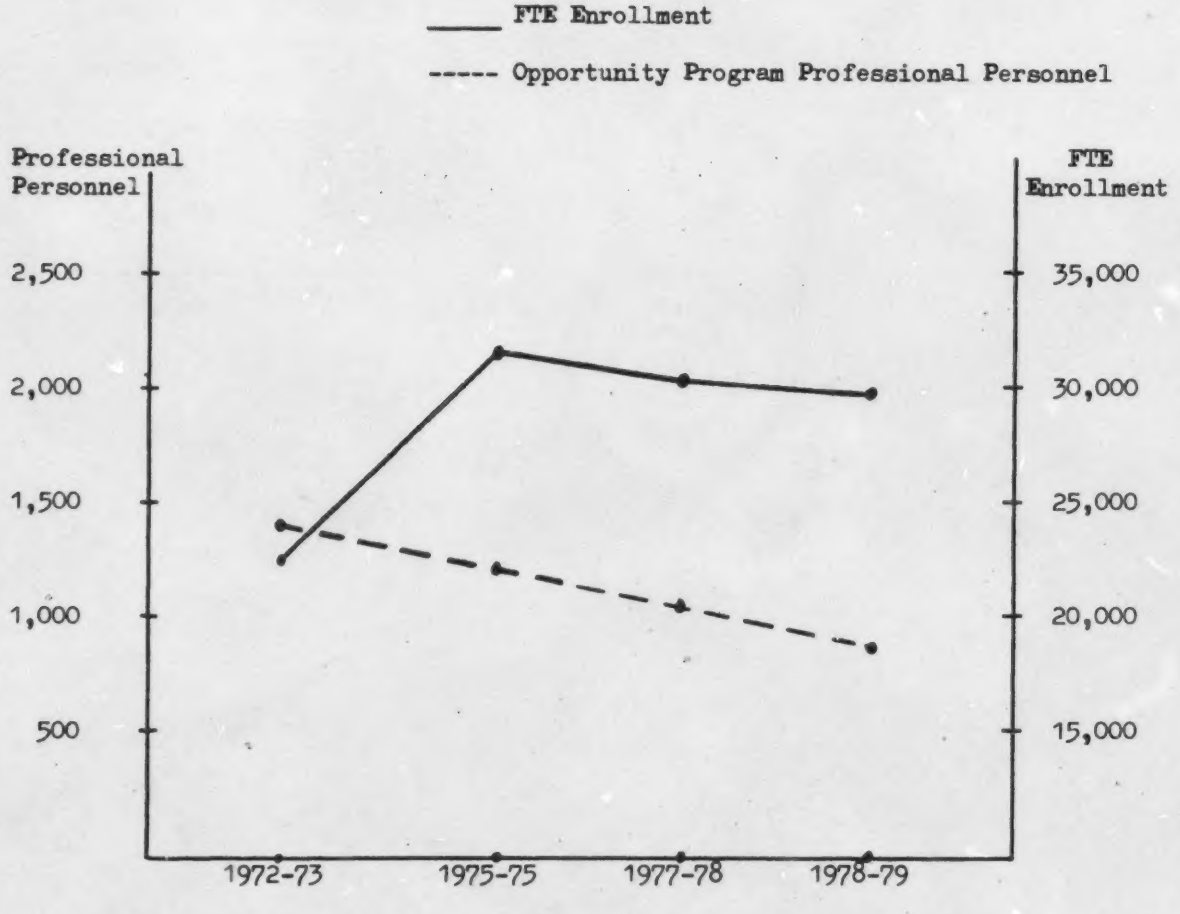
Total Opportunity Program Professional Personnel (FTE) by Sector
1972-73 to 1979-80

	SEEK	HEOP	EOP State	EOP Comm. Colleges	College Discovery	TOTALS
1972-73	1,009.5	246.0	108.2	59.7	NA	1,423.4
1975-76	511.0	241.9	151.1	51.4	273.2	1,228.6
1976-77	418.5	224.1	154.8	33.2	266.0	1,096.6
1977-78	389.8	225.3	164.0	46.0	271.7	1,096.8
1978-79	381.5	244.8	165.0	46.0	NA	837.3
1979-80	239.0	254.8	161.6	37.4	NA	692.8
Difference 1972-73 to 1979-80	- 770.5	+ 8.8	+53.4	-22.3	-	- 730.6

NA = Not Available

Figure 2

Comparison of Changes in
Opportunity Program Professional Personnel and
Full-Time Equivalent Enrollment
1972-73, 1975-76, 1977-78 and 1979-80



VII PROGRAM OF STUDY

Table 28 shows that in 1979-80 the majors selected most frequently by students in associate degree programs were business and commerce and liberal arts. Over 58 percent of all opportunity students were enrolled in these majors. For the first time business and commerce replaced liberal arts as the program of study selected most frequently. This change may be a reflection of a difficult economic climate which impelled more students to be interested in employment immediately following graduation than in transferring to senior colleges.

In HEOP, over 70 percent of the students selected business and commerce and liberal arts. Public service, the third choice in 1979-80 and in the previous year, declined by nine percentage points.

At State University's State-operated two-year agricultural and technical colleges, EOP students' first choice was a variety of courses labelled as "other occupations" which include the various technologies. HEOP two-year and EOP community college programs also had sizable numbers who selected this group of majors.

Other popular selections included health sciences in College Discovery and public services in EOP State.

Table 28

Number and Percent Distribution of Opportunity Students
in Associate Degree Programs by Subject Area
1979-80

	HEOP 2 Year		EOP State[1]		EOP Comm. Colleges		College Discovery		Total All Programs	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Business and Commerce	214	30.7	168	18.1	685	19.6	2,067	40.7	3,134	30.7
Data Processing	11	1.6	30	3.2	100	2.9	451	8.9	592	5.8
Health Sciences	7	1.0	93	10.0	314	9.0	656	12.9	1,070	10.5
Natural Sciences	1	.1	41	4.4	96	2.7	65	1.3	203	2.0
Public Service	70	10.1	123	13.2	378	10.8	252	5.0	755	7.4
Other Occupations	49	7.1	204	21.9	417	11.9	249	4.9	919	9.0
Liberal Arts	277	39.8	74	8.0	1,128	32.3	1,337	26.3	2,816	27.6
Undeclared	67	9.6	197	21.2	373	10.7	-	-	705	6.9
TOTAL	696	100.0	930	100.0	3,491	100.0	5,077	100.0	10,194	100.0

[1]Includes only Agricultural and Technical Colleges.

Table 29 presents the subject areas selected by juniors and seniors enrolled in bachelor degree opportunity programs. As in 1978-79, the majors with the largest numbers of students were business and management in SEEK and social sciences in HEOP four-year colleges and EOP State colleges. These majors were the first or second choice in each of the programs.

In EOP State-operated colleges business and management replaced education in popularity. Interdisciplinary studies and fine and applied arts also had a sizable number of enrollees in EOP. In SEEK and HEOP the health professions and psychology were included in the top selections.

Table 29

Number and Percent Distribution of Junior and Senior Opportunity Students in 4 or 5 Year Bachelor Degree Programs by Subject Areas 1979-80

	SEEK		HEOP Four-Year		EOP State	
	Number	Percent	Number	Percent	Number	Percent
Biological Sciences	46	2.8	118	5.4	106	4.0
Business & Management	232	14.2	392	17.8	266	9.9
Communications	54	3.3	90	4.1	108	4.0
Education	203	12.4	121	5.5	226	8.4
Fine & Applied Arts	66	4.0	166	7.6	180	6.7
Health Professions	112	6.9	136	6.2	73	2.7
Letters	46	2.8	54	2.5	117	4.4
Psychology	90	5.5	204	9.3	160	6.0
Social Sciences	205	12.6	496	22.6	601	22.4
Interdisciplinary Studies	12	.7	90	4.1	204	7.6
Other	287	17.6	277	12.6	340	12.7
Undeclared	279	17.1	50	2.3	301	11.2
TOTAL	1,632	100.0	2,194	100.0	2,682	100.0

VIII STUDENT ACHIEVEMENT

Standard measures of student achievement which help to predict graduation from college are grade point averages, credit accumulation in an appropriate time frame, and retention and separation rates.

Grade point averages

The grade point average, a numerical code indicating the quality of a student's work, can range from 0 (failure) to 4.0 (A or 100 percent). The percent distribution of grade point averages for opportunity students in all programs is shown in Table 30. During 1979-80 about 54 percent of all students had passing grades of 2.0 or above, one percent less than in 1978-79 and four percent below 1976-77. Only 15 percent of the students were in the lowest category, a slight improvement over 1978-79.

HEOP four-year colleges and EOP at State-operated colleges had the highest proportion--61 percent--and SEEK and College Discovery the lowest proportion--49 percent--of students with grades above 2.0.

Table 30

Percent Distribution of Opportunity Students
By Grade Point Average
1979-80

GPA Range	SEEK	HEOP		EOP		College Discovery	All Programs
		4 Year	2 Year	State	Comm. Colleges		
00- .99	16.1	14.1	21.9	10.0	21.9	18.8	15.4
1.0-1.9	34.6	24.7	24.6	29.4	28.0	31.5	30.3
2.0-2.9	39.9	45.8	35.1	50.0	36.4	39.8	42.9
3.0-4.0	9.4	15.4	18.3	10.5	13.7	9.9	11.3

Credit Accumulation

Opportunity program students must earn credits at a consistent and timely rate in order to graduate within the time allotted, meet institutional standards for continuing matriculation, and maintain eligibility for certain types of financial aid. All the programs, except a few with five year majors, carry an entitlement of ten semesters for an associate or baccalaureate degree.

Tables 31 and 32 compare the cumulative status of the student population in each program by periods of entry, number of semesters in college, and credits accumulated toward a degree. The three distributions must be approximately the same in order for students to graduate within the time allotted.

In both HEOP and EOP four-year programs, the distributions show that students accumulated credits at more than a sufficient rate to graduate on schedule. In

HEOP baccalaureate degree programs, for example, nine percent of the students were in their final semesters but almost 17 percent had already earned credits in the 95+ range. Similarly, in EOP State-operated colleges, nine percent were in the last two semesters while 15 percent had earned 95 or more credits.

SEEK students in their final semesters were accumulating credits at a rate sufficient for graduation. However, in the early and mid stages of their college careers, SEEK students accumulated credits at a slower rate than other program students. For example, 54 percent of the students had 23 credits or fewer although only 41 percent had been in college for under five semesters. This may indicate a fairly large number of students dropping out in the sophomore year.

An examination of the distribution of students by date of entry shows that SEEK had a high proportion of students entering in 1978-79 and 1979-80 compared to the other baccalaureate degree programs. This clustering of students toward the beginning of the entry scale indicates high attrition in the later years, requiring large freshman classes to maintain total enrollment.

In SEEK, the lower percentage of students in their first two semesters compared to the percentage entering in 1979-80 may be due to a loss of students from the prefreshman summer session.

Table 31

Cumulative Status of Opportunity Students in
Baccalaureate Degree Programs
1979-80

	SEEK	HEOP Four-year	EOP State
Date of Entry			
1979-80	42.7	31.5	34.9
1978-79 to 1979-80	67.6	55.7	61.0
1977-78 to 1979-80	82.4	72.8	77.7
1976-77 to 1979-80	89.2	86.7	89.4
1975-76 to 1979-80	94.7	93.9	95.8
Before 1975-76 to 1979-80	100.0	100.0	100.0
Number of Semesters in College			
1-2	40.7	34.1	38.4
1-4	66.8	59.4	62.7
1-6	82.2	77.6	79.0
1-8	89.4	91.2	91.3
1-10	100.0	100.0	100.0
Credits Accumulated Toward Degree			
0-23	53.8	26.4	32.2
0-47	74.5	52.1	56.7
0-71	84.6	71.3	73.3
0-95	91.4	83.2	85.2
0-119+	100.0	100.0	100.0

The distribution of students enrolled in associate degree programs shows that in each program students earned credits "behind schedule" in the first two semesters. This may be a result of students being enrolled in more remedial non-credit bearing courses during this period than in later semesters.

In the following semesters HEOP students were "ahead of schedule" in earning credits while EOP community college enrollees progressed at a slower rate. College Discovery students were approximately on schedule in the later stages.

Table 32

Cumulative Status of Opportunity Students
in Associate Degree Programs
1979-80

	HEOP Two-Year	EOP Community College	College Discovery
Date of Entry			
1979-80	39.7	55.9	46.7
1978-79 to 1979-80	66.9	83.2	79.0
1977-78 to 1979-80	85.2	92.6	93.0
1976-77 to 1979-80	93.6	95.6	98.5
1975-76 to 1979-80	96.1	97.3	99.1
Before 1975-76 to 1979-80	100.0	100.0	100.0
Number of Semesters in College			
1-2	48.3	54.2	51.8
1-4	81.9	83.0	87.5
1-6+	100.0	100.0	100.0
Credits Accumulated Toward Degree			
0-23	51.4	57.8	63.6
0-47	77.5	84.7	88.0
0-71+	100.0	100.0	100.0

Another way of evaluating student credit accumulation is to determine the rate at which students complete the credits attempted during the year.

Table 33 displays the 1979-80 data for each of the programs. On the average students successfully completed 78 percent of the credits attempted. This represents an improvement of two and six percentage points compared to 1978-79 and 1976-77 respectively. The completion rate varied from 85 percent in HEOP four-year

institutions to 67 percent in College Discovery. SEEK and EOP community college programs had the largest increases in the percent completing credits.

Table 33

Percent Credits Earned of Credits Attempted by Students
in Opportunity Programs
1979-80

Number of Semesters in Program	SEEK	HEOP		EOP		
		Four-Year	Prison & Two-Year	State	Community Colleges	College Discovery
1	67.7	51.2	55.1	72.9	58.4	45.7
2	67.0	77.7	73.0	76.5	70.1	62.1
3	66.4	69.2	73.9	80.8	74.4	64.2
4	73.4	82.8	80.6	81.4	79.0	70.1
5	66.6	81.3	84.5	80.8	80.4	68.1
6	77.0	87.8	88.9	82.9	80.0	71.3
7	77.2	85.3	88.1	84.9	80.0	75.2
8	81.2	92.8	90.3	87.7	73.3	70.0
9	80.2	88.2	91.5	86.2	71.3	72.4
10	82.9	85.1	89.1	78.8	70.4	69.8
AVERAGE	75.5	84.8	79.1	81.4	74.5	66.8

Table 34 shows that on the average, opportunity students enrolled in 1979-80 had attempted 45 credits and completed 35 during their college careers. The number of credits attempted at four-year programs ranged from 44 at EOP State-operated colleges to 63 in HEOP colleges. HEOP students attempted and completed a larger number of credits partly because of a funding policy which provides some financial assistance to upper level students who need summer school attendance to earn additional credits for graduation.

At institutions offering associate degrees the average number of credits attempted by each enrolled student in the course of the college career was 37 in HEOP prison and two-year programs and 32 in EOP community colleges and College Discovery.

Table 34

Cumulative Average Number of Credits
Attempted and Completed by Opportunity Students
1979-80

	Cumulative Average	
	Credits Attempted	Credits Completed
SEEK	48.5	36.6
HEOP Four-Year	63.3	53.7
HEOP, Prison & Two Year	37.4	29.6
EOP State	44.1	35.9
EOP Comm. Colleges	32.5	24.2
College Discovery	31.9	21.3
AVERAGE	45.4	35.4

Graduation

Table 35 illustrates that since the opportunity programs began almost 142,000 persons have participated. Of this total, 35,208 were still enrolled in 1979-80. The addition of 2,410 graduates in that year brought the total of opportunity program graduates to over 22,000.

As the number of opportunity program students who receive their degrees increases the economic returns of the programs multiply. A study conducted by the Bureau of Higher Education Opportunity Programs estimates that the financial returns which accrue to the State alone because of the improved earning power of HEOP students is about $15,000 during the working lifetime of each graduate. This savings is based on anticipated increases in income and sales tax revenues and decreases in welfare and other social costs.

This rate of savings applied to the number of graduates of opportunity programs up to 1979-80 compared to the cost of the programs since their inception results in an estimated net return of about $16 million to New York State.

Table 35

Total Graduates Compared to Total Students Ever Enrolled in Opportunity Programs to 1979-80

	Number of Students Enrolled Up to 1979-80	Number of Graduates
SEEK	42,568	4,275
HEOP	27,248	5,957
EOP State	33,388	6,834
EOP Comm. Colleges	20,005	2,425
College Discovery	18,712	2,815
TOTALS	141,921[1]	22,306

[1]Of this total 35,208 were still enrolled in 1979-80.

Retention and Separation

Table 36 shows the cohort survival of the 1976-77 entering classes in each of the four-year opportunity programs from the freshman to senior years. After four years the number still in school or already graduated equalled 72 percent of the original cohort in HEOP, 50 percent in EOP State-operated four-year colleges, and 37 percent in SEEK. Overall, about 50 percent of the students had graduated or were still enrolled after four years.

Table 36

Cohort Survival Rate of 1976-77 Entering Opportunity Students in Baccalaureate Degree Programs Through 1979-80

	SEEK	HEOP 4-Year	EOP State[1]	TOTAL
Freshmen 1976-77	2,540	1,527	2,436	6,503
Sophomores 1977-78	2,134	1,373	1,863	5,370
Juniors 1978-79	1,100	972	1,390	3,462
Seniors 1979-80	738	838	961	2,537
Graduates to Date	200	266	245	711
Survival Rate[2]	36.9	72.3	49.5	49.9

[1]Does not include State-Operated Agricultural and Technical Colleges.

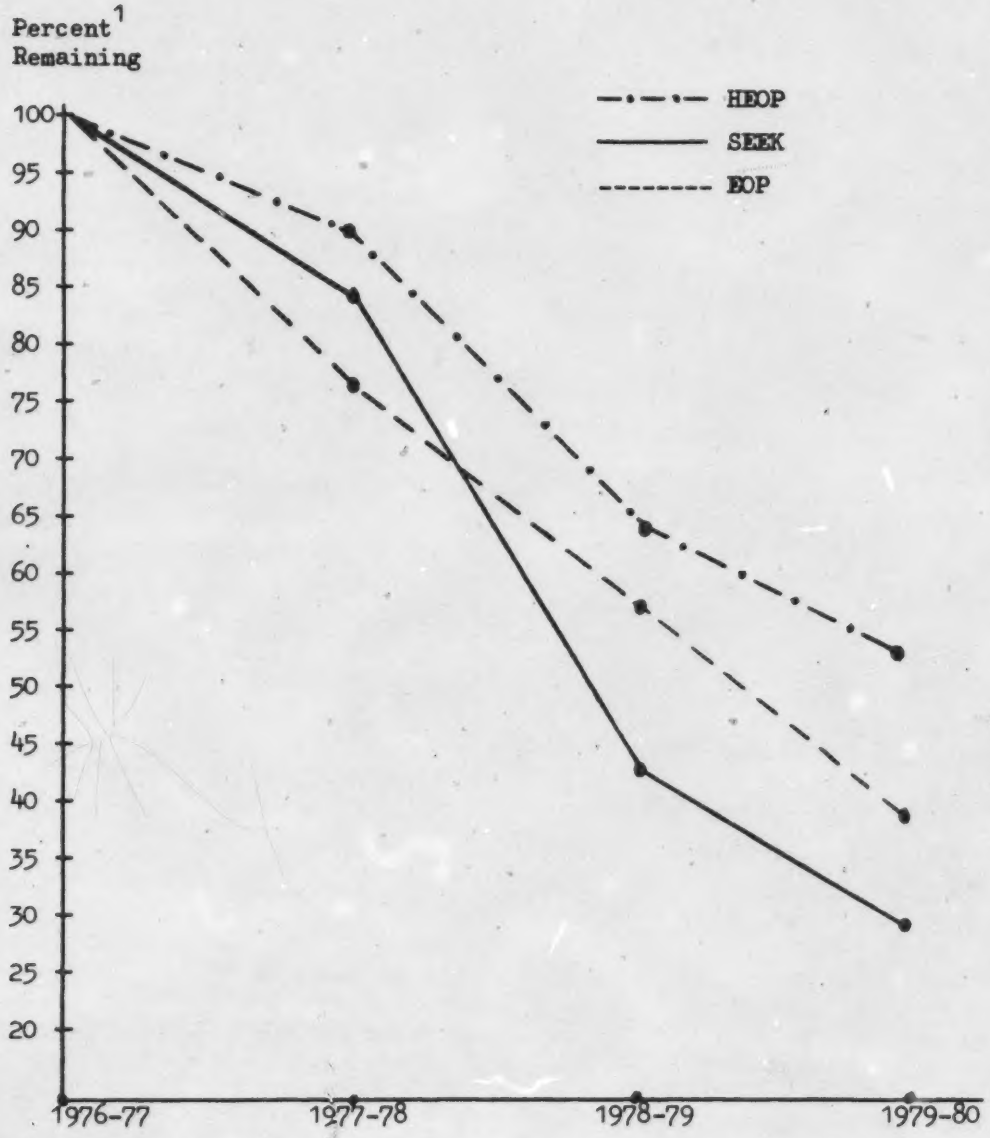
[2]Percent still in school or already graduated through 1979-80. 1980-81 academic year data not yet available.

Figure 3 illustrates and compares the patterns of cohort survival, excluding graduates, in the three programs. EOP at the four-year institutions had the greatest loss of students between the freshman and sophomore years. Following the freshman year the pattern of student retention improved and then stabilized in EOP. In SEEK the largest loss of students occurred between the sophomore and junior years. Part of these differences may be attributable to differential rates at which students "stop out" of college for a period of time. Data on this issue are not available.

Recommendation 7: Opportunity programs should examine ways of tracking students who "stop out" for a period of time, so as to make "attrition" statistics as accurate as possible.

Figure 3

Percent of 1976-77 Entering Cohort
Still in School Through Spring 1980
(Four-Year Institutions Only)



[1]Percent remaining differs from cohort survival rate in Table 37 which includes number who had graduated by Spring 1979-80.

Table 37 shows separations from the programs, excluding transfers, compared to headcount enrollment. The average for all programs was 26 percent in 1979-80. This represents an increase of one percentage point since 1978-79 and five percentage points since 1976-77.

Compared to 1978-79 each of the programs except EOP in the community colleges had increases in the percent separating. College Discovery had the largest increase--nine percent--in the proportion of students leaving for reasons other than graduation or tranfer. The SEEK program had the lowest separation rate in 1979-80.

Table 37

Separations, Excluding Transfers and Graduates,
Compared to Total Headcount Enrollment
in 1979-80

		Separation, Excluding Transfers and Graduates	
	Headcount Enrollment	Number	Percent Leaving
SEEK	10,904	2,644	24.2
HEOP	6,961	1,794	25.8
EOP-State	8,416	2,169	25.8
EOP Comm. Colleges	3,491	1,131	32.4
College Discovery	5,436	1,558	28.7
TOTAL	35,208	9,296	26.4

Table 38 shows a two year comparison of student separations by reason for separation. On the average, 40 percent of the students who left the programs before graduation were academically dismissed in 1979-80, an increase of two percentage points over 1978-79. This increase can be largely attributed to the eleven percent increase in academic dismissals in College Discovery. College Discovery also had large changes in the percents of students separating because of academic leave and for financial, medical, and personal reasons.

SEEK continued to have almost 60 percent of its students dismissed for academic reasons. In each of the other programs, financial, medical, and personal problems constituted the largest category of reasons for students' leaving prior to graduation.

Table 38

Percent Distribution of Opportunity Program
Students Leaving Program Before Graduation
By Reason for Separation
1978-79 and 1979-80

Reason for Depart.		SEEK		HEOP		EOP State		EOP Community		College Discovery		AVERAGE	
		1978-79	1979-80	1978-79	1979-80	1978-79	1979-80	1978-79	1979-80	1978-79	1979-80	1978-79	1979-80
Trans.	Perc.	7.0	6.6	9.6	10.3	10.2	9.2	8.2	8.3	10.0	4.9	8.9	7.9
	Chg.	-.4		+.7		-1.0		+.1		-5.1		-1.0	
Acad. Dism.	Perc.	59.6	59.9	24.8	23.9	41.7	43.6	21.6	17.2	23.5	34.1	37.6	39.5
	Chg.	+.3		-.9		+1.9		-4.4		+10.6		+1.9	
Acad. Leave	Perc.	6.9	9.0	9.9	9.0	1.5	1.5	6.5	2.1	6.8	19.0	6.0	8.0
	Chg.	+2.1		-.9		-		-4.4		+12.2		+2.0	
Other Fin. Med. Pers.	Perc.	26.5	24.5	55.7	56.8	46.6	46.7	63.7	72.4	59.7	42.0	47.5	44.6
	Chg.	-2.0		+1.1		-.9		+8.7		-17.7		-2.9	

IX PROGRAM FINANCING

Sources of Funding

Opportunity programs in New York State receive support from several sources, the chief of which are appropriations from the State, the participating institutions' funds, and funds from the Federal government.

New York State

Since 1966-67 New York State has made a separate annual opportunity program appropriation, when SEEK received $1,500,000 to serve 1,215 students. Table 39 shows that in 1979-80 the total appropriation for opportunity programs was $25,162,600 for over 31,000 students. Between 1966-67 and 1979-80, the State appropriation of dollars per student decreased from $1,235 to $805.

Figure 4 shows the continuing decline since 1973-74 in State appropriations for opportunity programs compared to total State appropriations for postsecondary education. The $25,422,340 appropriated to opportunity programs for 1980-81 equals 1.5 percent of the total postsecondary appropriations, whereas the percentage for 1973-74 was 3.4 percent or more than double the 1980-81 figure.

Between 1978-79 and 1979-80, the total appropriation for opportunity programs decreased mainly because of changes in funding SEEK. In 1977-78 the funding formula for SEEK was 75 percent State and 25 percent City. The City-State expenses were shared equally in 1978-79. Beginning with 1979-80, funds for SEEK instructional positions are budgeted within regular Instruction and Departmental Research categories at the City University senior colleges.

Overall, the level of funding for the other opportunity programs decreased four percent between 1977-78 and 1979-80. HEOP was the only program which received a small increase in funding. Had the 1973-74 overall appropriation increased by seven percent per year, it would now stand at $54,925,755 rather than $25,422,340.

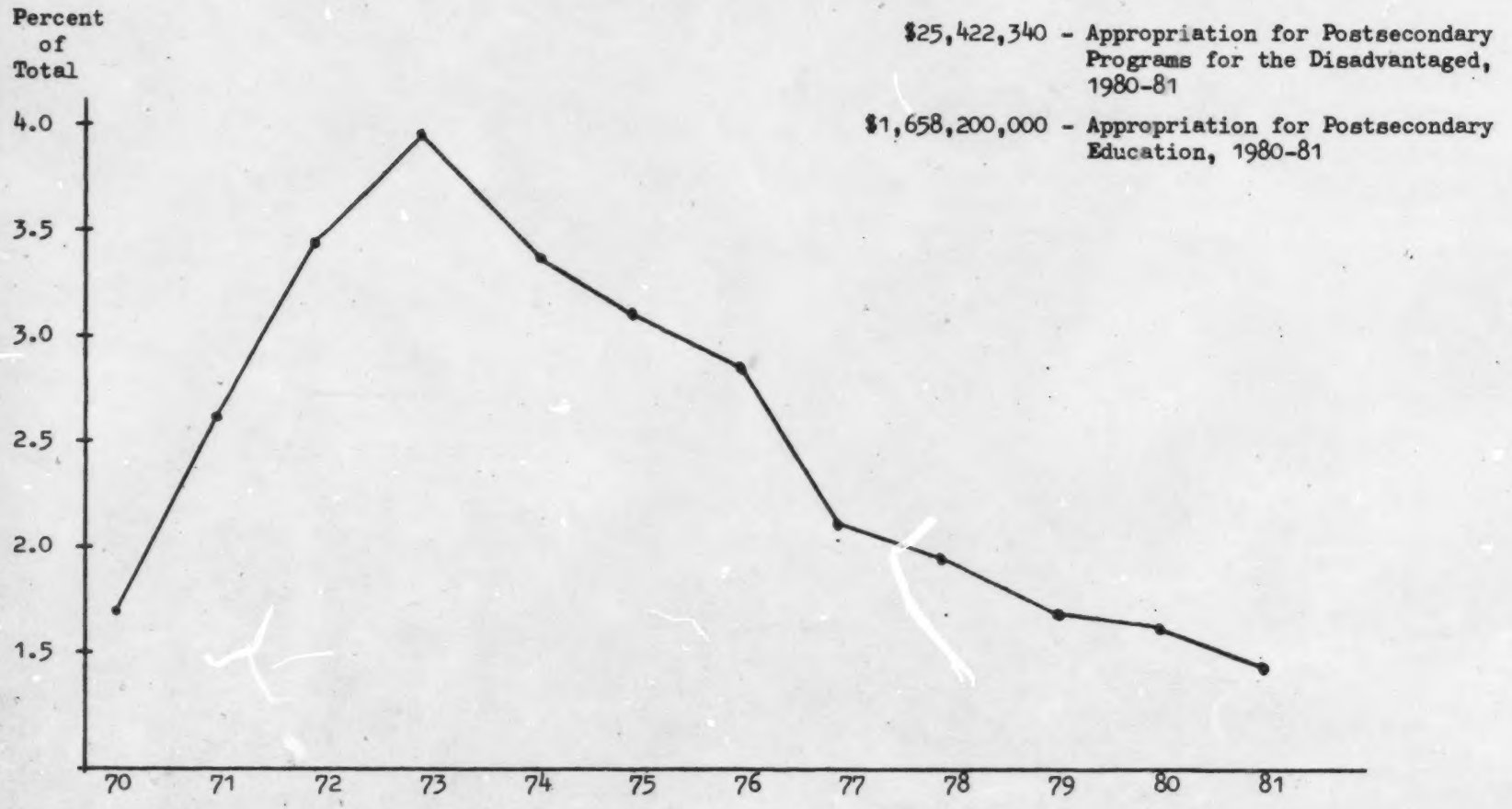
Table 39

Opportunity Programs State Appropriations and Authorized Enrollment
1977-78 to 1979-80

	SEEK	HEOP	EOP State	EOP Comm. College	College Discovery	TOTALS
1977-78 Appropriation	15,150,000	7,966,000	6,942,000	1,071,000	725,000	31,854,000
Number of Students	10,200	5,563	7,800	3,400	4,600	31,563
1978-79 Appropriation	8,803,000	7,966,000	6,458,500	855,000	725,000	24,807,500
Number of Students	10,500	5,563	7,800	3,400	4,600	31,863
1979-80 Appropriation	9,127,000	8,483,000	6,191,600	756,000	605,000	25,162,600
Number of Students	10,500	5,561	7,400	3,000	4,800	31,261

Figure 4

New York State Appropriations for Postsecondary Programs for the Disadvantaged[1]
as a Percent of Total State Appropriations for Postsecondary Education
1970-1981



[1]Includes EOP, HEOP, SEEK and CD.

1. State of New York Executive Budgets.
2. State Fiscal Options for Postsecondary Education in New York State in a Period of Declining Enrollment, New York State Education Department.

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Funds from the State's opportunity appropriations for SEEK, HEOP, and EOP at the State-operated colleges were used for both supportive services and student financial aid. In the associate degree programs, College Discovery and EOP in the community colleges, the special appropriations were spent only for student financial aid.

In addition to special appropriations, New York State provides indirect support to the opportunity programs in the public sector. Funds from the regular operating budgets of the sponsoring colleges pay some of the program costs of EOP, SEEK, and College Discovery. For SEEK and College Discovery, both New York City and the State were sources of revenue for program supportive services. Funds from regular operating budgets were used for financial aid and supportive services in EOP, although less than five percent of the funds were spent for supportive services.

New York State contributes money directly to disadvantaged students through the Tuition Assistance Program (TAP). In 1979-80 TAP funds constituted from 18 to 32 percent of the funds available to students from all financial aid sources, including institutional and federal contributions.

Federal Government

Federal contributions to the opportunity programs totalled over $7.5 million in 1979-80. As shown in Table 40 this amount represented 62 percent of the total expenditures for opportunity programs. The Federal share of expenditures has increased steadily in terms of both actual dollars and in proportion to other expenditures. The Federal portion of expenditures in 1979-80 increased by five and ten percent compared to 1978-79 and 1976-77, respectively.

Federal funds generally provided assistance in the form of direct aid to students. Basic Education Opportunity Grants (BEOG), Supplemental Education Opportunity Grants (SEOG), the College Work Study Program (CWSP), and the National Direct Student Loan (NDSL) were the chief sources of Federal funds to students in all programs.

Only a few institutions participating in EOP and in HEOP were able to acquire Federal funds for supportive services. The Federal contribution to supportive services amounted to less than one percent in each case.

Institutional

The institutional funds provided to the opportunity programs by the City and State Universities were mostly from public funds appropriated to the colleges through their operating budgets. In HEOP these funds were provided by the independent institutions participating in the program. While each college is required to provide an amount equal to at least 15 percent of its HEOP grant, most institutions provide a much greater share. In 1979-80, institutional contributions matched 97 percent of the HEOP grant.

Table 40 shows that institutional funds accounted for 16 percent of total expenditures in opportunity programs in 1979-80. This represents a decrease of about five percentage points since 1978-79.

Among programs the institutional contribution varied from nine percent in EOP State-operated colleges to 28 percent in SEEK. Except for changes in the funding of SEEK, the institutional share of expenditures has not changed appreciably.

Table 40

Percent Distribution of Expenditures by Source of Revenue
1979-80

	Opportunity Grant	Regular Institution Funds	Federal & Other
SEEK	40.0	16.3	43.7
HEOP	17.9	17.4	64.7
EOP State Operated	17.7	8.7	73.6
EOP Comm. Colleges	5.8	19.2	74.9
College Discovery	22.0	27.6	50.4
AVERAGE	21.7	16.3	62.0

Student Financial Aid

Student financial assistance is the major expenditure category in opportunity programs. Funds from this budget item are used for the educational and living expenses of each opportunity program student. Factors such as economic situation, number of dependents, and place of residence determine the budget category to which a student is assigned.

Table 41 shows the distribution of opportunity students by budget category from 1976-77 through 1978-79. Beginning with 1978-79, independent without dependents and independent with dependents replaced the categories designated as independent and married. The switch from married to the independent with dependent designation resulted in significant increases being reported in the latter categories in HEOP and EOP community colleges.

The percentage of independent students without dependents has been decreasing steadily in HEOP and EOP State-operated colleges. The percentages of students in the dependent categories did not change significantly in any of the programs.

Table 41

Percent Comparison of Opportunity Students
in Each Budget Category
1976-77 to 1979-80

	SEEK				HEOP				EOP State				EOP Comm. Colleges				College Discovery			
	1976-77	1977-78	1978-79	1979-80	1976-77	1977-78	1978-79	1979-80	1976-77	1977-78	1978-79	1979-80	1976-77	1977-78	1978-79	1979-80	1976-77	1977-78	1978-79	1979-80
Dep. Comm.	61.1	62.4	64.0	64.0[2]	24.2	27.3	23.1	25.0	11.6	14.2	15.3	14.3	28.4	29.5	24.8	28.7	60.3	59.8	60.0	60.0[2]
Dep. Res.	3.0	1.9	-	-	28.1	28.4	28.2	31.0	48.0	46.5	49.6	57.0	6.9	7.6	9.3	6.0	.3	.7	-	-
Ind.[1] w/o Dep.	29.7	29.9	30.0	30.0	38.1	34.4	29.0	23.6	32.3	30.7	26.6	19.9	52.6	48.7	33.0	36.7	32.6	33.4	34.0	34.0
Ind. with Dep.	6.2	5.8	6.0	6.0	8.9	9.9	19.7	20.4	8.1	8.6	8.5	8.8	12.1	14.1	32.9	28.5	6.8	6.1	6.0	6.0

[1]Prior to 1978-79 for independent without dependents and independent with dependents categories were designated as independent and married respectively.

[2]Information not available for SEEK and College Discovery for 1979-80. The 1978-79 distribution was projected to apply for 1979-80.

Table 42 displays the average per student cost of attending an opportunity program during the 1979-80 academic year. The cost of attendance varies according to the amount charged for tuition, books, fees, the room and board expenses of resident students and the general cost of living in the areas surrounding the college.

In 1979-80, as in previous years, HEOP had the largest average budget primarily because independent colleges charged higher tuition than public colleges. Educational costs accounted for 25 to 30 percent of attendance costs at public opportunity programs compared to 50 percent in HEOP.

Table 42

Distribution of Budgeted College-Going Cost for Opportunity Students
1979-80

	SEEK		HEOP 4 year		HEOP 2-Year		EOP State		EOP Comm. Colleges		College Discovery	
College-going Cost for 9 Mos.	AMT.	Percent	AMT.	Percent	AMT.	Percent	AMT.	Percent	AMT.	Percent	AMT.	Percent
Educational	$1,195	29.2	3,782	53.7	2,960	47.6	1,272	31.4	1,048	25.6	1,195	28.5
Living	2,899	70.8	3,256	46.3	3,259	52.4	2,777	68.6	3,044	74.4	2,991	71.5
TOTAL	4,094	100.0	7,038	100.0	6,219	100.0	4,049	100.0	4,092	100.0	4,186	100.0

Table 43 shows that between 1978-79 and 1979-80 the average costs of attending HEOP two- and four-year programs increased by 12 percent while the increases for the public opportunity programs ranged from five to eight percent.

A comparison of average student budgets since 1972-73 reveals that in all programs except College Discovery, for which 1972-73 data were not available, costs increased by at least 57 percent. In HEOP two-year colleges and EOP community colleges the costs more than doubled during this period.

Table 43

Comparsion of Budgeted College-Going Costs
for Opportunity Students
1972-73 to 1979-80

	SEEK	HEOP 4 Year	HEOP 2 Year	EOP State	EOP Comm. Colleges	College Discovery
1972-73	$2,154	3,952	2,680	2,575	1,644	NA
1974-75	3,040	5,025	3,050	4,283	3,141	3,040
1976-77	3,368	5,469	4,699	4,672	6,666	3,376
1978-79	3,910	6,257	5,549	3,908	3,868	3,867
1979-80	4,094	7,038	6,219	4,049	4,092	4,186
Difference 1972-73 to 1979-80						
Amount	+1,940	+3,086	+3,539	+1,474	+2,448	+1,146[1]
Percent	90.1	78.1	132.1	57.2	148.9	37.7

The students' projected needs are met by income from State, institutional, and Federal sources described earlier in this chapter. Table 44 displays the average financial aid received by opportunity students from all sources, including grants, work and loans, with the exception of student and family contributions, including personal loans.

In 1979-80, as in past years, HEOP students had to obtain a sizable portion of their financial assistance through work and loan programs. The City University's, SEEK and College Discovery Programs reported very low and possibly unrealistic amounts of work and loan sources of financial aid.

Table 44

Distribution of Financial Aids to Opportunity Students
1979-80

(weighted averages)

	SEEK	HEOP		EOP		College Discovery
		4 yr.	2 yr.	State	Comm. Colleges	
Total Grants in Aid per Student	$2,356	4,408	3,008	2,845	1,787	2,684
Total Work, Loans, Other Sources per Student	51	1,341	2,698	428	992	77
Total Average[1] Aid per Student	2,407	5,749	5,706	3,273	2,779	2,761

[1]Includes grants, work and loans (all except student and family).

Table 45 shows the distribution of financial aids from each source of revenue. A comparison of these figures with 1978-79 reveals that the category of Federal and other aid per student increased in all programs. The State's share of financial aid, including the opportunity program grants and the TAP award, increased in SEEK, College Discovery, and EOP State-operated colleges. In HEOP and EOP community colleges both the average grants and TAP awards decreased.

An examination of the individual categories shows that SEEK and College Discovery students received quite low amounts of funds from the campus based programs, SEOG, NDSL and CWSP. The expressed intent of Congress in establishing these programs was to extend access to poor and disadvantaged students.

Recommendation 8: The City University should reconsider its current policies with respect to the administration of campus-based federal aid to students in the spcial opportunity programs.

Table 45

Distribution of Financial Aid/Student
From All Sources, 1979-80 Academic Year
(weighted averages)

	SEEK	HEOP 4-year	HEOP 2-year	EOP State	EOP Comm. College	College Discovery
State						
Oppor. Grant	$ 562	653	221	632	200	553
TAP	704	1,333	1,250	716	503	885[2]
Loans	-	190	420	104	101	
Inst. Aid						
Grant/Waiver	-	695	296	68	3	-
Loans	-	1		1	31	-
Work	-	14	3	8	5	-
Federal Aid						
BEOG	1,079	1,455	816	1,266	992	1,230
SEOG	11	272	425	163	89	16
CWSP	18	154	509	69	134	38
NDSL	27	250	66	89	32	39
VA/SS	NA	439	99	63	153	NA
Other	6	293	1,601	94	536	-
TOTALS[1]	2,407	5,749	5,706	3,273	2,779	2,761

NA = Not Available

[1]Does not include student and family contributions.
[2]Obtained from SEEK and College Discovery General Plans for 1980-81.

Table 46 shows the average aid available to students compared with the average student budget. In each of the programs, students continued to have large unmet needs. In HEOP four- and two-year colleges the gap in aid was even greater than in the previous year. In SEEK and College Discovery the average aid would have been higher, and the gap lower, with the addition of veterans and Social Security benefits, which were not reported.

In 1979-80 the aid gap was over $1,000 in SEEK, HEOP four-year programs, EOP community colleges and College Discovery. Even with work and loans, the financial needs of students could not be met, placing an additional burden on students already economically hard pressed.

Figure 5 illustrates the portion of student expenses which had to be met by student and family contributions. In each program, and particularly in HEOP, this portion increased in relation to total aid compared to 1978-79. To meet these unfilled financial needs students often had to obtain additional part-time work, acquire unreported personal loans, or forego personal necessities such as books, lunches, and medical services.

Recommendation 9: Opportunity program appropriations in all sectors should be tied to the projected amount of student unmet need, after all financial aid sources are taken into account including work, loans and savings.

Table 46

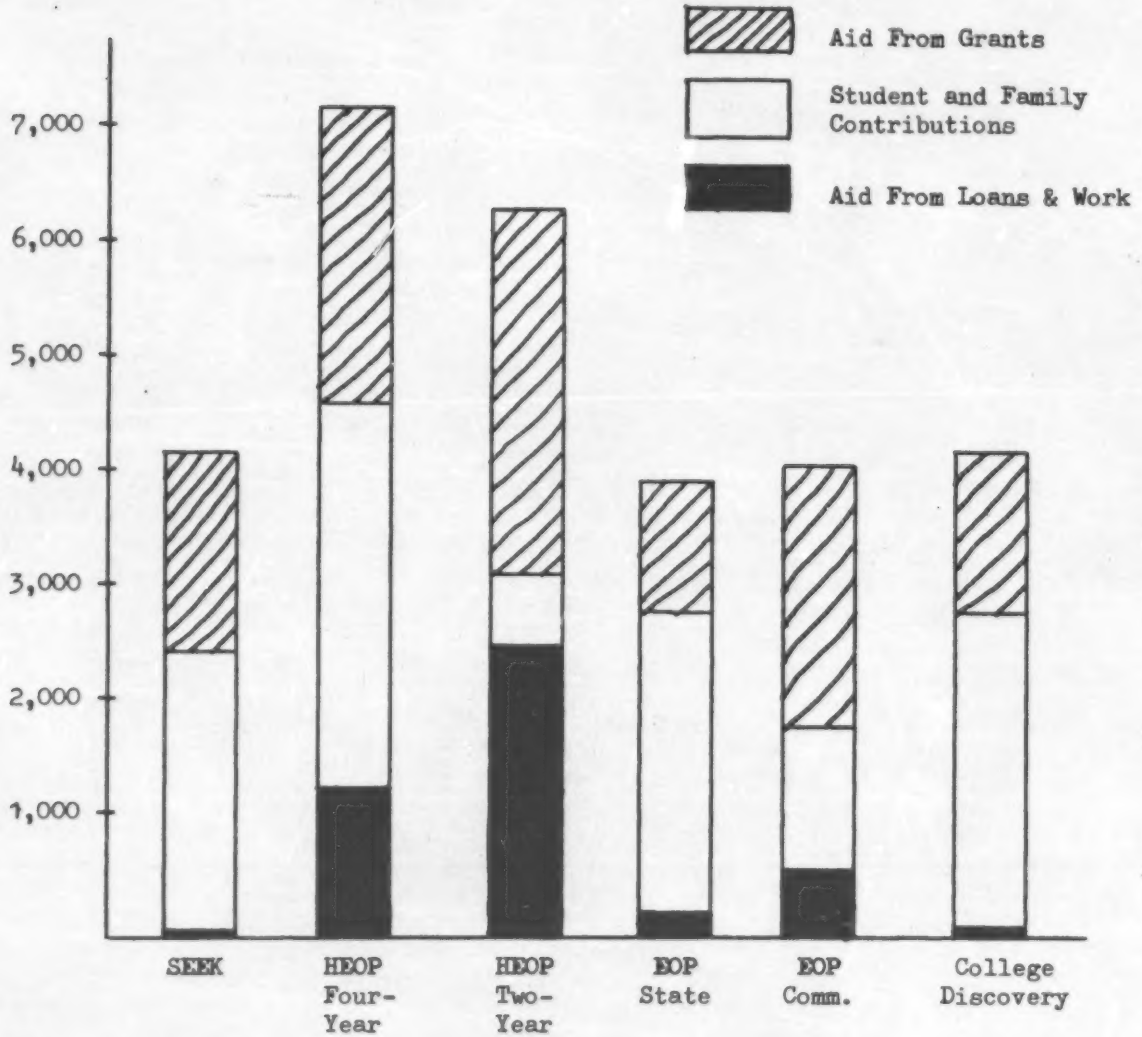
Average Costs Compared to Average Aid
Available to Opportunity Students
1979-80

	SEEK	HEOP		EOP		
		4-Year	2-Year	State	Comm. Colleges	College Discovery
Total Average Aid	$2,407[1]	5,749	5,706	3,273	2,779	2,761[1]
Total Average Budget	4,094	7,038	6,219	4,049	4,092	4,186
Differences:						
Unmet Need	-1,687	-1,289	- 513	- 776	-1,313	-1,425

[1]Does not include VA/Social Security funds.

Figure 5

Comparison of Budgeted College-Going Costs
for Opportunity Students
Showing Total Aid From All Sources
and Aid Gap Met by Student and Family Contributions
1979-80



Supportive Services

Supportive services constitute the other major category in the budgets of opportunity programs. Professional salaries, student assistant salaries, clerical and secretarial salaries, employee benefits, remedial/developmental tuition, consumable supplies, travel, contractual services, and indirect expenses are all components of this category. Tables 47 through 51 display total expenditures, the amounts spent for each category of supportive services, and the sources of revenue for each opportunity program during 1979-80.

Expenditures for supportive services decreased by about $1.4 million, or five percent, between 1978-79 and 1979-80. Each of the programs except HEOP and EOP in the community colleges had a decrease in supportive services during this period.

If SEEK, which has had changes in funding formulas, is excluded from an examination of contribution to supportive services by source of funding, the trends which emerge are that opportunity funds for this purpose increased by four percent and funds from institutional or regular operating budgets remained about the same. Federal funds for supportive services decreased by almost 36 percent but continued to represent less than three percent of the total. Salary increases above four percent for program staff in this year had therefore to be met in some cases by reductions in other program areas, especially tutoring and counseling.

Recommendation 10: Opportunity program appropriations in all sectors should be linked to annual rates of inflation insofar as they pay for personnel and programmatic activities, such as tutoring and travel.

Table 47

SEEK Expenditure Summary, 1979-80

	Program	Regular	Federal and Other	Total
Professional Personnel	$2,815,655	3,815,971		6,631,626
Employee Benefits	1,030,802			1,030,802
Rem/Dev. Tuition				
Student Assistants	4,458	3,466		7,924
Employee Benefits				
Clerical & Secretarial Personnel	411,242	212,309		623,551
Employee Benefits				
Consumables	47,222	106		47,382
Equipment	37,182	24		37,206
Travel	9,556	3,180		12,736
Indirect Expenses				
Contractual Services	17,730			17,730
SFA	5,532,745		10,827,029	16,359,774
Total	9,906,592	4,035,110	10,827,029	24,768,731
Each source as % of Total	40.0	16.3	43.7	100%

Table 48

HEOP Expenditure Summary, 1979-80

	Program	Regular	Federal and Other	Total
Professional Personnel and Employee Benefits	$3,482,350	1,088,280	26,744	4,597,374
Rem./Dev. Tuition	16,742	107,299	96,183	220,224
Student Assistants and Employee Benefits	375,331	170,637	84,642	630,610
Clerical & Secretarial Personnel and Employee Benefits		442,722	4,611	447,333
Consumables	5,580	127,685	1,500	134,765
Equipment		59,263	0	59,263
Travel	47,370	84,018	0	131,388
Indirect Expenses		1,094,220	0	1,094,220
Contractual Services	22,070	27,858	0	49,928
SFA	4,162,817	4,655,141	29,047,401	37,865,359
Total	8,112,260	7,857,123	29,261,081	45,230,464
Each Source as % of Total	17.9	17.4	64.7	100%

Table 49

EOP State-Operated Campus Expenditure Summary, 1979-80

	Program	Regular	Federal and Other	Total
Professional Personnel	$1,191,115	1,448,428	68,989	2,708,532
Employee Benefits				
Remedial/Developmental Tuition	500	500		1,000
Student Assistants	285,176	60,720	48,700	394,596
Employee Benefits				
Clerical & Secretarial Personnel	1,321	328,473	11,620	341,414
Employee Benefits				
Consumables	5,764	38,866	1,200	45,830
Equipment		8,863		8,863
Travel		25,957		25,957
Indirect Expenses	2,382	51,157		53,539
Contractual Services	6,738	21,003		27,741
SFA	4,822,959	635,234	21,960,556	27,418,749
Total	5,315,955	2,619,201	22,091,065	30,026,221
Each Source as % of Total	17.7	8.7	73.6	100%

Table 50

EOP Community College Campus Expenditure Summary, 1979-80

	Program	Regular	Federal and Other	Total
Professional Personnel		1,158,067	40,662	1,198,729
Employee Benefits		323,463	11,238	334,701
Remedial/Developmental Tuition		885		885
Student Assistants		21,845	12,185	34,030
Employee Benefits		2,122	959	3,081
Clerical & Secretarial Personnel		162,150	3,200	165,350
Employee Benefits		46,478	832	47,310
Consumables		10,275		10,275
Equipment		4,227		4,227
Travel		5,545	4,224	9,769
Indirect Expenses		109,900		109,900
Contractual Services		2,738		2,738
SFA	593,126	104,343	7,535,562	8,233,031
Total	593,126	1,952,038	7,608,862	10,154,026
Eacn Source as % of Total	5.8	19.2	74.9	100%

Table 51

College Discovery Expenditure Summary
1979-80

	Program	Regular	Federal and Other	Total
Professional Personnel		2,331,229		2,331,229
Employee Benefits		709,096		709,096
Remedial/Developmental Tuition				
Student Assistants		383		383
Employee Benefits		109,096		109,096
Clerical & Secretarial Personnel		165,204		165,204
Employee Benefits				
Consumables		39,007		39,007
Equipment		3,978		3,978
Travel		307		307
Indirect Expenses				
Contractual Services		32,037		32,037
SFA	2,702,879		6,192,321	8,895,200
Total	2,702,879	3,390,337	6,192,321	12,285,537
Each Source as % of Total	22.0	27.6	50.4	100%

X APPENDIX

INSTITUTIONS PARTICIPATING IN NEW YORK STATE OPPORTUNITY PROGRAMS, 1979-80

A. City University of New York

I. SEEK

Bernard M. Baruch College
Brooklyn College
City College
College of Staten Island
John Jay College of Criminal Justice
Herbert M. Lehman College
Hunter College
Medgar Evers College
Queens College
York College

II. College Discovery

Borough of Manhattan Community College
Bronx Community College
College of Staten Island
Hostos Community College
Kingsborough Community College
Kingsborough Bilingual Institute
Medgar Evers College
New York City Community College
Queensborough Community College
LaGuardia Community College

B. Independent Colleges & Universities

I. HEOP

a. Four-Year Programs

Adelphi University
Bard College
Barnard College
Boricua College
Canisius College
Colgate University
College of Mt. St. Vincent
College of New Rochelle
College of St. Rose
Columbia College of Columbia University
Columbia University-Engineering
Columbia University-General Studies
Cornell University
C. W. Post College

Daemen College
Dowling College
Eisenhower College
Elmira College
Fordham University-Lincoln Center
Fordham University-Rose Hill
Hamilton College
Hobart & William Smith Colleges
Hofstra University
Iona College
Ithaca College
Keuka College
LeMoyne College
Long Island University
Manhattan College
Manhattanville College
Marist College
Marymount College
Marymount Manhattan College
Medaille College
Mercy College
Molloy College
Mt. St. Mary College
Nazareth College
New York Institute of Technology (Manhattan)
New York Institute of Technology (Old Westbury)
New York University
Niagara University
Nyack College
Parsons School of Design
Polytechnic Institute of New York
Pratt Institute
Rensselaer Polytechnic Institute
Rochester Institute of Technology
Russell Sage College
St. John Fisher College
St. John's University
St. Lawrence University
Siena College
Skidmore College
Southampton, Long Island University
Syracuse University
University College of Syracuse
University of Rochester
Union College
Utica College
Wagner College

b. Two-Year Programs

Albany Business College
Culinary Institute of America
Elizabeth Seton College
Junior College of Albany
Malcolm-King: Harlem Extension
Mater Dei College

c. Prison Programs

University College of Syracuse/Auburn
Junior College of Albany/Coxsackie
Marist/Greenhaven
Niagara Frontier Consortium/Attica
Skidmore/UWW/Great Meadow

C. State University of New York

I. State-Operated Campuses

a. University Centers

Albany
Binghamton
Buffalo
Stony Brook

b. State University Colleges and Specialized Colleges

Brockport
Buffalo
Cortland
Fredonia
Geneseo
New Paltz
Old Westbury
Oneonta
Oswego
Plattsburgh
Potsdam
Purchase
College of Technology at Utica/Rome
Environmental Science and Forestry
Maritime
Cornell University
Upstate Medical Center

c. Agricultural and Technical Colleges

Alfred
Canton
Cobleskill
Delhi
Farmingdale
Morrisville

II. Community Colleges

Broome
Cayuga
Columbia-Greene
Corning
Dutchess

Erie
Fashion Institute
Finger Lakes
Fulton-Montgomery
Genesee
Herkimer
Hudson Valley
Jamestown
Jefferson
Mohawk Valley
Monroe
Onondaga
Orange
Rockland
Schenectady
Suffolk
Ulster
Westchester